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ABSTRACT

Developed under mandate by the Master Plan Commission, this report reviews the organization and governance of the California community colleges and offers recommendations regarding structures and processes. Part I provides an introduction to the need for the study of governance and organizational problems and offers a summary of findings drawn from a document review, interviews, and a survey of trustees, faculty, and administrators. Part II discusses the history of the colleges; examines organizational "systems" and "controls" in general; lists the specific organizational options available; and recommends explicit recognition of the California Community College System. Part III reviews critical attributes or elements of organizational systems; and recommends the enhancement or establishment of a consultation system, an information system, fiscal and academic accountability systems, and a planning system. Part III also offers observations on five issues or problems (i.e., the composition and selection of district trustees, composition of the Board of Governors, collective bargaining, state funding mechanisms, and the delineation of state board and local district functions). Part IV offers a brief conclusion. Information on study methodology and the survey instrument are appended. (EJV)

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STATEWIDE ORGANIZATION OF THE CALIFORNIA COMMUNITY COLLEGES

A Report to the Commission for the Review of the California Master Plan for Higher Education on the Organization of the California Community Colleges.

Frank M. Bowen
Sausalito, California

Lyman A. Glenny
Walnut Creek, California

December 2, 1986

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December 2, 1986

Community College Organization
Contract MPC 016-85

Lee M. Kerschner, Executive Director
Commission for the Review of the
Master Plan for Higher Education
1215 Fifteenth Street, Second Floor
Sacramento, California 95814

Dear Lee:

To complete our contract with the Commission, we are pleased to submit our report, Statewide Organization of the California Community Colleges.

In the report, we recommend that the State explicitly recognize the Board of Governors of the California Community Colleges and the 70 districts as a regulatory coordinating system. And we recommend the establishment or enhancement of four critical attributes of such a system—that is, consultation, information, accountability, and planning.

Our recommendations do not—on their face—call for the drastic, dramatic, or radical changes that some people believe are needed. In that major existing organizational structures are left in place, the criticism is not unfounded. But the results of implementation of our recommmendations will be dramatic: We envision a strong community college system that is unified by credible consultative procedures, by accurate, timely information, and by widely shared expectations of fiscal and educational performance. If implemented, our recommendations will enable the California Community Colleges to become a coherent organization with the internal capability of solving urgent educational problems, a capability that is now lacking.

In this project, we imposed on the time and patience of many people in the community college districts, in the Chancellor's Office, and in State executive and legislative agencies. We could not have completed our work without their help.

We look forward to discussing the report with the Commission. Please let us know if you have any questions.

Sincerely,

Frank M. Bowen Lyman A. Glenny

Enclosure

STATEWIDE ORGANIZATION OF THE CALIFORNIA COMMUNITY COLLEGES

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PART I. INTRODUCTION AND FINDINGS

California's community colleges face statewide organizational problems of extreme urgency and enormous complexity, problems imbedded in fiscal and educational uncertainty. Substantive questions of what shall be done are answered, if at all, with difficulty after lengthy debate about who shall do it. How can the State's interest in transfer of community college students to four-year institutions be best facilitated, for example, or how can vocational education contribute to the State's economic development? These and similar questions are difficult to answer in the absence of relatively clear distribution of organizational authority between the State Board of Governors and the local boards of trustees.

In The Challenge of Change, the Commission for Review of the Master Plan for Higher Education ("Master Plan Commission") examined a wide variety of organizational alternatives that might alleviate the current situation, but deferred recommendations pending an opportunity to consider the matter in greater depth (1986a, pp. 17-19). As part of this further consideration, we were retained by the Master Plan Commission to review the organization and governance of the community colleges, and to present our recommendations. This report sets forth these recommendations.

Structure and process should, in theory, be addressed only after agreement on substantive issues of organizational roles, missions, goals and major objectives. In practice, structure and process must be given prior consideration when an existing organization is unable to resolve substantive issues. In the California Community Colleges, the virtual absence of a coherent, statewide policy and planning context for analysis and resolution of substantive issues has resulted in these being made by State elected officials. In turn, these detailed decisions by the executive branch and the Legislature, however justified, have exacerbated fragmen-

tation and diffusion of responsibility, and, if continued, will lead to further disarray.

One of the most urgent, statewide organizational needs in the California Community Colleges is for an end to the vicious circle of diffuse, ambiguous authority and of detailed, restrictive legislative administration of State and local community college affairs. Because the fundamental problem is lack of organizational credibility, the circle cannot be brought to an end by redrawing lines on organization charts nor by legislative fiat. It can, we believe, be ended by strengthening the Board of Governors' statewide policy, coordinating, and advocacy roles, by clarifying State and local responsibilities, and, ultimately and over time, by restoring the organizational credibility of a coherent community college system--by organizational credibility based on individual trust, confidence, and understanding.

The perceived organizational problems that created legislative concern and that were the impetus for this study are detailed throughout our report. In summary, these include:

- The Board of Governors and the Chancellor's Office are not widely seen by the Governor, Legislature. or the districts as responsible statewide leaders of the community colleges. They are often viewed as being primarily a conduit for compliance reporting.

- Fiscal accountability for public funds is seen by those at State level as inadequate because a few districts have run up large deficits and the Board and Chancellor did not act to avoid or reduce these deficits.

- The Chancellor's Office does not always speak to the districts through a single voice. Particular units in the Chancellor's Office tend to pursue their own ends,

sometimes without the guidance of either adequate consultation with the districts or overall policy direction from the Board and Chancellor.

- The Board of Governors and the Chancellor's Office have been unable to provide timely, accurate, and relevant information needed by both State executive and legislative agencies for policy development and by the districts for planning.

- Despite increased efforts over the past several years, the Board of Governors and the Chancellor have yet to give the State and 70 districts an operational vision of the future that is the essence of adequate policy planning.

- Local districts continue to contend with each other over district boundaries, free-flow of students, and unequal funding.

State level difficulties are stressed because they are the source of the problem addressed in this report--The problem of statewide organization and governance that requires resolution before equally serious, but unevenly distributed, local difficulties can be usefully overcome. We recognize that there are local difficulties: The Master Plan Commission noted, for example, that district boundaries are often artificial and anachronistic barriers for both students and faculty; and that election of district trustees may not be an effective procedure for selecting proponents of the community interest (1986a, pp. 18-19). These and other local problems must be addressed. But most legislative attempts to resolve the wide variety of local problems should, we are convinced, be deferred until the primary statewide problem is met--until a strengthened Board of Governors, in close consultation with the districts, has had an opportunity to find solutions consistent with both the great diversity of the districts and State educational policy.

Information, consultation, accountability, and planning are organizational attributes that can bind the State Board and the local boards together, as differences meld into shared values. Absent these attributes, State concerns and educational priorities will reach the districts with difficulty. And in their absence, the community colleges have done poorly in the race for resources in the aftermath of Proposition 13. Unable to develop a single strategy, to gather, analyze, and present persuasive research and information, or to marshal statewide support behind collective priorities, the community colleges have been in a poor position to compete for funds. Of greater concern, opportunities for improving the quality of education and training have remained undiscovered or, if brought forward, left in limbo because of the inability of the Board of Governors and the districts to determine priorities jointly.

The governance structure of the community colleges has, in essence, become dysfunctional, overrun by history and events with which it is unable to cope. For the statewide, organizational structure to be effective today, we recommend explicit, statutory recognition of "The California Community College System," along with a basic framework of structures and processes for consultation, information, planning, and accountability that can be a vehicle for building credibility, trust, and confidence. This report is organized as follows:

- Part II discusses the history of the community colleges; examines organizational "systems" and "controls" in general; lists the specific organizational options available; and recommends explicit recognition of "The California Community College System" (Recommendation 1).

- Part III reviews critical attributes or elements of organizational systems, and recommends enhancement or establishment of:

- a consultation system (Recommendation 2);
- an information system (Recommendation 3);
- fiscal and academic accountability systems (Recommendation 4 and 5); and
- a planning system (Recommendation 6).

In a final section of this part, we offer "observations" (as opposed to recommendations) on five issues or problems that came to our attention during the study: the composition and selection of district trustees, composition of the Board of Governors, collective bargaining, State funding mechanisms, and delineation of State Board and local district functions.

- Part IV is a brief conclusion.

The changes that we recommend can be characterized as evolutionary, as taking the community colleges further along the road to effective management and organization. Radical or dramatic change is premature and unnecessary: Are there failings in the education, training, and community service that take place in the 70 community college districts that would be corrected by the disruption, cost, and confusion of drastic, statewide reorganization? We think not. If, however, the Community College System is not, in a year or two, operating effectively along the lines recommended in this report, then the State will need to reexamine the necessity for entirely new structures and for a different distribution of powers among the State and the districts.

FINDINGS

Our findings are based on document review, interviews, and questionnaire responses (The procedures are detailed in Appendix A). We have tested

the findings against our experience in many states and with many academic organizations. Earlier versions of these findings were reviewed by the Policy Advisory Committee (The members and other interested parties are listed in Appendix B), and, through opportunities to respond to questionnaires, by some 200 community college trustees, faculty, or administrators and by other concerned parties. We are grateful to all for their help, but must make it clear that the final findings stated below are our own:

1. Together, the Board of Governors and the boards of trustees of the 70 districts share characteristics of the public schools and of the four-year segments, but are a unique "system" or organization.

2. The California Community Colleges lack some critical characteristics of a fully coherent statewide system—i.e., effective, regular or routine structures and processes for consultation, information, accountability, and planning.

3. There is lack of agreement among the Board of Governors, local boards, and various interest groups on the proper locus or level of control for particular decisions.

4. To an extent almost unknown in the four-year segments, the Governor, the Legislature, and particular legislators act, not only as policy makers, but as active participants in the governance, organization, and management of the community colleges.

5. Statutes that purport to set legislative policy for the community colleges are ambiguous, sometimes contradictory, too numerous, and too detailed in prescription, conditions evidencing policy disagreement among the

districts, the Board of Governors, and various statewide associations.

6. To a much greater extent than in the four-year segments, a wide variety of statewide, special interest groups operate independently and in shifting coalitions as advocates before the executive and legislative branches and before the Board of Governors.

7. Among districts, there exists great unevenness in the formal, accepted role of the faculty in planning and academic affairs, and, at State level, faculty do not appear to participate formally in policy development by the Board of Governors and Chancellor's Office.

8. Perspectives vary widely on the nature, appropriateness, and extent of the regulatory responsibilities of the Chancellor's Office.

9. The Community College Chancellor's Office is not appropriately staffed and organized to manage either its operational, regulatory responsibilities or its distinct responsibilities for statewide planning and policy development.

10. The Community College Chancellor's Office lacks a statewide, management information system that is capable of supporting State and local (a) accountability, (b) research and policy analysis, and (c) programmatic and fiscal planning.

11. There is general agreement at State and local levels that accountability for State funds and policy objectives requires more explicit allocation of responsibility and

authority (a) among the Board of Governors and the local districts and (b) between them and State executive and legislative agencies.

12. There is emerging agreement at State and local levels that any coherent, statewide system requires structures and processes for (a) consultation, (b) accountability, (c) information, and (d) planning.

13. There is widespread agreement that substantial improvement is needed in the consultative structures and procedures through which local districts participate with the Board of Governors (a) in statewide policy formulation and planning and (b) in review of compliance and control procedures.

14. There is emerging agreement at State and local levels that the primary role of the Board of Governors should be statewide policy leadership, and that regulatory intervention in district management through exercise of defined, enumerated powers should take place only when district management has failed, based on previously determined criteria.

We would emphasize, for some have suggested otherwise, that we did not seek any form of agreement or consensus on either the above findings or on our ultimate recommendations. We did seek and receive opinions and perceptions—sometimes widely varying ones—from thoughtful and informed people. From these responses, from the extensive documentation made available to us by the Master Plan Commission's staff, the Chancellor's Office, and others, and from many interviews, we developed our own impression of the context within which change is necessary.

Trustees of local boards and their chief executive officers are not, as some at the State level believe, blindly opposed to any strengthening of the Board of Governors and the Chancellor's Office. The Board of Governors and the Chancellor are not, as some in the local districts believe, singlemindedly intent on undermining local district authority and responsibility or on multiplication of regulations and compliance measures. At both the State and local levels there is the need for broader understanding that organizational "power" is not a zero-sum game--that stronger statewide, policy leadership is the means to stronger and less regulated districts.

Throughout the community colleges, a broad base of concern, interest, and--contrary to early expectation--goodwill bodes well for the future. The road to change will have potholes and detours; vested interests, political and bureaucratic, will set ambushes along the way. But change is inevitable, and the rough road of intended change must be taken.

PART II. HISTORY, ORGANIZATIONS, AND OPTIONS

A major purpose of this report is to bring respectability to the concepts of organizational systems, controls, and structures—concepts widely suspect in the academic community. We understand and respect the need and desire to discuss controls under less threatening rubrics—"shared governance," for example. In quieter, gentler times, "shared governance" in the community colleges represented—at least as a slogan—implicit agreement on how control would be exercised and who would exercise it. But times have changed. In this part of our report, we:

1. briefly review the fiscal, political, and environmental changes that have had, and will continue to have, an impact on Community College organization and management;

2. discuss the nature and extent of organizational systems and controls in the academic setting, where they are commonly characterized as "governance" and "coordination," noting their major characteristics;

3. review organizational options for systems and controls in California, noting the advantages and disadvantages of each; and

4. offer our recommendation for the recognition, reconfirmation, or establishment of The California Community College System.

A BRIEF HISTORY

There are two distinct ways of looking at the history of the community colleges in California. The first is to consider the history of community college education itself, and we touch on this only briefly. The second is

to review the relationships of the community college districts with the State, and this we examine at greater length. To anticipate our conclusion, the twenty years since the establishment of the Board of Governors have brought changes to the environment that require changes in the structures and processes by which the State Board relates to the 70 locally governed districts and the districts to each other.

The history of community college education in California can be traced from its beginnings in transfer programs at high schools through the addition of vocational and technical education to its present comprehensive offerings. It is a proud history of growth and expansion to meet the needs of both the State and local communities. Such history of the substance of Community College education might well culminate in recent efforts that have successfully coped with the unprecedented immigration of Southeast Asian refugees into California:

> *When thousands of Vietnamese, Cambodian, Laotian, and other Southeast Asian refugees began to settle in California, the community colleges in areas experiencing the influx immediately offered English as a Second Language courses, basic "survival" courses in how to function in modern American society, and citizenship classes for those immigrants who desired them. By helping these new residents acclimate themselves to their new home, the community colleges helped many communities avoid the racial conflicts and "culture shock" that so often accompany a rapid immigration of refugees. . .*
>
> *. . . While successfully managing this new and urgent educational task--without a mandate from the state--the colleges that offered these programs to meet a local community need clearly also responded to a compelling state need.* (Joint Task Force on Governance, CCCT/CEOs, 1986, pp. 5-6)

For most of the colleges, most of the time, the history has been one of both growth and accomplishment, and a <u>substantive</u> history would so record. (see Master Plan Commission, 1986a, p. 18). But writing an <u>organizational</u> history of the community colleges presents a different and more difficult task. From the establishment of the first "postgraduate course" in the high school in Fresno in 1910 until 1967, one would simply

aggregate the histories of separate colleges and districts. From 1967 to the present, one would add the history of the Board of Governors:[1] A "kings and dates" historical summary would not do justice to the rich and sometimes undocumented story of informal negotiations and compromise that comprise the reality of changing circumstances in the organizational history of the California Community Colleges. For present purposes, this reality can be seen as a slow, but accelerating, uneven, largely unplanned shift of the focus of interest from the local level to the State level. Three periods appear to make up the shift.

The first period was one of, for all practical purposes, almost total local control. This local control was qualified by the State's oversight of the colleges as public schools, oversight that one informed observer sees as critical to present difficulties:

> *. . . community colleges as adjuncts to existing high schools fell prey to overly protective legislative oversight and interference since their inception. That early intrusion has been extremely difficult to overcome and is, in my view, more responsible for the absence of coherent policy that the other way around. Since the legislature has always* [emphasis in original] *been the ultimate Board of Governors, special interest groups have taken their case most often to where the real power lies.*

This first period extended from the inception of the colleges in 1907 to the beginnings of the effectiveness of the first major professional association in the 1930s. From the statewide perspective, an appropriate characterization of this earliest period would seem to be benign neglect. As late as 1960, The Master Plan Survey Team noted (1960, p. 29):

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[1] See, for example: "Community College Governance" in Master Plan Commission, Background Papers, The Challenge of Change, Sacramento, the Commission, 1986b; on California Community Colleges, Understanding Community College Governance, Sacramento, the Chancellor's Office, 1986; on Rodda, Albert J., Commentary on the History of California Community Colleges, Sacramento, Los Rios Community College District, 1986; on California Department of Education, History of the Junior College Movement in California, Sacramento, the Department, 1964.

Although local authorities have been permitted very largely to control their activities, the junior college could use somewhat more attention than they have been receiving from the state agencies that are charged with making rules and regulations for them. If relieved of responsibilities for the State College System, as the Survey Team recommends, both the State Board of Education and the Superintendent of Public Instruction should have opportunity to give additional attention and positive leadership to this large and important segment of higher education.

The second period from about the 1930s to the establishment of the Board of Governors in 1967 is characterized by the dominance of a single, strong, statewide professional association, the California Junior College Association (CJCA). By the time of the first Master Plan review, that association provided more effective statewide leadership than the relatively new and formally responsible bureau in the Department of Education. For example, the University representative on the Master Plan Survey team was nominated by the President of the University and approved by the Regents; the State Colleges representative was nominated by The Superintendent of Public Instruction and approved by the State Board of Education, then the governing board for these colleges. The Junior Colleges representative, in contrast, was selected by agreement between the University President and the Superintendent from a panel of three persons nominated by CJCA. Although local control continued, the districts established an effective statewide presence on their own initiative.

The third period begins with the establishment of the Board of Governors in 1967, and continues into the present. This formal, statutory action represented another step in the shift of interest from local to State level, but it had little immediate impact on the reality of community college governance. It is tempting to characterize it as mere anarchy, but it would be unfair to do so, for all participants wanted effective community colleges. It is tempting, nevertheless, for many participants appear to

have identified their own particular interests with the public interest. There are perhaps four divisions within this third period:

- Initially, CJCA continued as the de facto statewide spokesman for the community colleges, with local district leaders largely ignoring the newly created statewide Board of Governors. Although these leaders—particularly the chief executive officers—had supported the creation of the statewide Board, this support was abandoned when their nominees failed to obtain appointment by the Governor.

- About 1980 and for a variety of reasons, CJCA lost its leadership position as statewide, professional associations multiplied. The faculty was being increasingly drawn from an employment pool oriented to higher education, and were seeking a statewide voice; collective bargaining also gave them a statewide perspective. District trustees set up an increasingly strong organization. The chief executive officers, for long the strong backbone of the single professional association, established a separate organization. For all parties, interest shifted to Sacramento in 1978 in the aftermath of Proposition 13.

- Still later, as an overlay to the competition among the various associations and districts, the State Chancellor attempted to bring coherence through consensus, a difficult task at best, for he lacked authority to even call the groups together. He did obtain some results—for example, the present financing mechanism (Senate Bill 851, Alquist, 1983) was developed by the Chancellor's Office and received the support of all districts and all professional associations. But consensus rarely reaches the cutting edge of educational or organizational issues. And consensus easily melts away in the heat of legislative

debate. A major attempt at agreement on division of responsibility between the State and local levels was undertaken by a task force of members of the Board of Governors and local board trustees at the end of the period (See California Community Colleges, 1985a, p. 50). Although some progress was made, the effort appears to have been abandoned without a public report for reasons that are not clear.

- Most recently, the Board of Governors and a new Chancellor have proposed more active leadership roles for themselves than in the past. At the same time, the local districts, through the professional associations, have met in two major coalitions to address statewide matters of concern to them.

Over the 75 year history of the community colleges, local management and control have remained predominant. By fits and starts, however, State interest in district activity and district interest in statewide affairs has grown. We suggest three reasons for these changing interests.

- The role and mission of community colleges expanded in the area of community services. But this increased local emphasis has been countered by State concern about apparent lack of priorities--particularly about decreasing emphasis on the statewide objective of transfer education.

- The clientele changed. The numbers of those in ethic groups heretofore underrepresented in higher education increased, and with such increase, so did the State's interest in assuring that all of its citizens who could benefit from higher education or from postsecondary training had an opportunity to do so. At the same time, the numbers of adults who needed or desired retraining

increased along with the State's awareness of the economic benefits of education, particularly in technological skills. Most students in both categories attend the community colleges.

- Finally--but most critically--in the aftermath of Proposition 13, other tax relief measures, and a serious economic recession, major responsibility for community college funding shifted from the districts to the State. Local districts lost authority to raise funds for local purposes; the State immediately became enmeshed in the almost intractable problems of the level and distribution of community college support from the General Fund--and in the fiscal and programmatic use of State support by the local districts.

The Board of Governors and the districts are not, as yet, at a point of crisis. Could fiscal accountability be achieved without changing anything else, the Board and the colleges would probably survive. But survival alone will not meet the demands of a rapidly changing environment. Statewide leadership is required, and an organizational context must be provided in which that leadership can be exercised. District leadership is equally essential, and a coherent, statewide organizational context can provide information and guidance to make local leadership more effective.

CONTROL, GOVERNANCE, AND COORDINATION

States and communities support schools, colleges, and universities with public funds for public purposes. Constitutions and statutes set out the nature and extent of the controls that assure both accountability for public funds and the pursuance of the public purposes. Controls are exercised through boards of control such as trustees and regents, through legislation, and increasingly through the state budgetary processes. In this study, we are concerned with controls across three levels:

State Government. The Governor, the Legislature, and the various executive and legislative control agencies are responsible to the citizenry for public education. They have ultimate authority to meet their ultimate responsibility. As a practical matter, authority must be delegated, and those to whom it is delegated are then accountable to the State for its exercise. And, to a greater or lesser extent, statutes will set directions for and place limitations on such delegated authority.

Central Offices. Institutions are often grouped together for purposes of control. In California, the 1960 Master Plan confirmed and strengthened segmental grouping by institutional missions, and shifted central office control over the then State Colleges from the Department of Education to a newly constituted Board of Trustees and Chancellor's Office. It created a new, comprehensive grouping--all public institutions—and a new central office—the Coordinating Council for Higher Education—to obtain advice on matters cutting across segments. In 1967, the Legislature established the Board of Governors of the then junior colleges, shifting to it such general control as the Department of Education had customarily exercised.

Institutions. Schools, colleges, and universities are the organizational vehicles through which public, educational purposes are achieved. The organization and management of institutions have but one primary purpose: the education of students. This is true whether one considers the organization and management of the smallest college, the largest multi-campus university, or statewide structures that aggregate all institutions and institutional systems for purposes of leadership and control.

Across states and within states, organizational controls are exercised in almost endless variations. These variations have been subjected to many classifications and reclassifications. Primary interest has been on ordering and understanding statewide higher education agencies (Glenny, 1959; Millard, 1976) with lesser attention to intrastate groups of "multicampus universities" (Lee and Bowen, 1971; 1975) and to two-year colleges (see Cohen and Braver, 1986, pp. 101-107; Education Commission of the States, 1986). The classification of State higher education systems is usually based on the extent of the authority of the state's higher education agency—the statewide central office. The most common classification:

- **Single, Statewide, Governing Agencies** are central offices to which has been delegated responsibility and authority for all institutions in a state, eliminating all individual, institutional boards.

- **Regulatory Coordinating Agencies** are central offices to which the state has delegated specified fiscal, programmatic, and planning authority and responsibility, but individual institutions remain subject to individual or multicampus governing boards.

- **Advisory Coordinating Agencies** are central offices to which the state has delegated responsibility for advising institutions and the state on specified matters, but to which little or no regulatory or fiscal authority has been delegated; institutions are subject to individual or multicampus governing boards.

We emphasize <u>delegated authority</u>, for the key to understanding both governance and management is that the State Legislature has the ultimate control over education. The practical and political limits on the exercise of this control are great and real, but at the margins of these limits, the

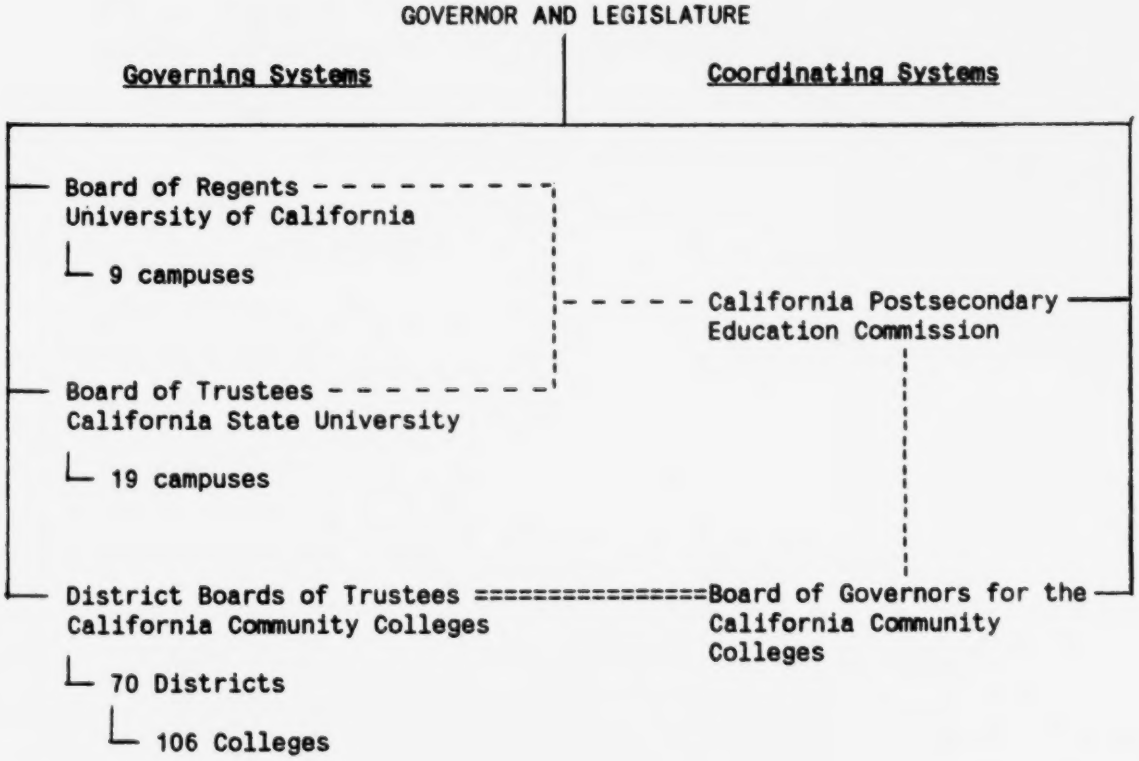
authority is enormous. To put the matter another way, the present study of the California Master Plan by the Master Plan Commission and by the Joint Legislative Committee is an examination of the nature and extent of delegated controls.

Within states, analogous systems are found. A multicampus or multicollege governing board, for example, will have many of the characteristics of a single, statewide board in its detailed control over the institutions for which it has responsibility. Similarly, boards that have limited responsibility for groups of institutions that retain individual governing boards will resemble statewide, regulatory or advisory coordinating boards. Such coordinating boards for two-year colleges are found in many states.

Figure 1 is a schematic presentation of our view of the present statewide organization of higher education in California that the Master Plan Commission and the Joint Legislative Committee are considering. California is classified in general studies as an "advisory coordination" state, and the California Postsecondary Education Commission is an advisory "central office." The University and the State University are multicampus systems with governing boards, and the Office of the University President and the Office of the State University Chancellor are "central offices." The community colleges present a more complex organizational problem. Is the Office of the Community College Chancellor the "central office" of an educational system? Or is it a state regulatory and control agency with responsibilities similar to that of the Department of Finance? Our reading of statutes and history seem to make it clear that the Community College Chancellor's office was intended to be the "central office" of an educational system.

We will first look at the general characteristics of, and differences among, various types of governing and coordinating systems, and then examine their advantages and disadvantages in the context of the community colleges in California.

FIGURE 1. GOVERNANCE AND COORDINATION IN CALIFORNIA



———— Governing or Line responsiblity

- - - - - Advisory Coordination

========== Regulatory Coordination

Governing Systems

The strongest form of coordination is represented by governing systems. "Single consolidated governing boards" or "single statewide governing boards" govern and coordinate all public, four-year institutions in a state and, in some cases, the community colleges. More relevant to the present discussion are multicampus and multicollege systems with boards that govern and coordinate more than one institution in a state but not all of them. The University of California and the California State University are examples of such multicampus systems. And so are the 19 multicollege, community college districts in California, which range from those with only two campuses, such as the Foothill-DeAnza District, to the Los Angeles District with nine.

The sheer size of California and of its three, public segments argues against establishment of a single governing board for the entire State. Also, the practical difficulties of day-to-day management of 106 community colleges and the 27 four-year universities would be enormous. But some respondents at the district level nevertheless suggested establishment of a governing system as a solution to existing low levels of trust and confidence.

> *I suggest something radical. The State should consider merging all three "systems" of public higher education. If done correctly, this could result in a higher status for the community colleges, adequate funding, better data, and could eliminate some of the competition that we now see between the segments.*

> *Since Proposition 13, locally elected boards have become an anachronism. Appointed boards would be more appropriate to the current conditions. Another alternative would be to establish a State system with a single appointed State Governing Board.*

The advantages and disadvantages of a governing system require consideration, for some in the districts to whom we spoke expressed concern that

the thrust of recent actions of the Board of Governors and the Chancellor is in the direction of "making the community colleges like the University."

From the point of view of state government, the major advantage of a governing structure is the concentration of authority and responsibility in a single entity. In California, for example, the State's interests in research and advanced professional education are focused in the University of California multicampus system. When a multicampus or multicollege system can reallocate funds among its institutions, the state has the advantage of local "fine tuning" of funding allocations, a service performed by multicollege districts such as San Diego and Los Angeles. Finally, a governing structure has a wide panoply of controls over programs and personnel that, in theory, enable it to be more responsive to state governmental policies and to environmental changes than would be the case if individual campuses had individual governing boards. On the other hand, regional or community governing boards would be more responsive to local environmental change.

From the point of view of the individual campus or college, major advantages are found in economies of scale that range from bulk purchasing to specialized professional services in areas such as legal services, planning, and data collection and analysis. But probably the most important services that a governing system can provide are leadership in anticipating change and mediation of differences within the system. A governing system can speak to state government and the public with a single voice for the group of institutions for which it is responsible.

The major disadvantage of a governing system from both the point of view of the state and of the institutions can be the size and nature of the central office--the bureaucracy that is required to manage it:

- The central office of a governing system for a group of colleges or campuses is usually geographically isolated

from its institutions. If it is located at one institution, the others often perceive that institution as being favored by the central office and governing board.

- The advantages of economies of size carry with them the disadvantages of bureaucratic tendencies towards uniformity and standardization at the price of diversity. Centrally made decisions may be based on aggregated information that does not reflect the individual needs of each institution in the system.

- Because it has direct, operational responsibility for students, faculty, and physical facilities, the central office of a governing system must be an advocate of the institutions before the state as well as an agency for exercising control over the institutions. State fiscal and other control agencies may perceive the central office only as an advocate.

- If there is a single, dominant institution--such as a major research university in a state, governing system or a large, prestigious college in a multicollege district--that institution may, de facto, determine policy for other institutions in the system.

Coordinating Systems

Coordinating systems are usually imposed over existing, individual institutional and multicampus governing systems for the purpose of managing or advising on relationships among these existing institutions and systems. In the absence of a statewide governing structure, questions arising between and among institutions must be resolved by the Governor and Legislature. Under coordinating systems, the governing boards are left in place to carry out the normal academic personnel and

management functions, but activities that might cause conflict among institutions or fail to work toward broader state goals are qualified and constrained by the authority of the coordinating system. A coordinating system derives its authority from two sources. First, the legislature may delegate some of its own control functions to the coordinating system, usually in the area of approval of new institutions, programs, and planning. Second, to the extent that the legislative delegation of controls limits existing delegations to the institutions, the coordinating system's authority can be said to come from the institutions themselves.

Almost all coordinating systems have been delegated responsibility for planning and for recommending educational policy to the governor and legislature. And the major advantages of all coordinating systems are that they can protect and promote broad, state interests as against the more narrowly focused, separate interests of the individual institutions. In exercising their planning and policy responsibilities, coordinating systems are free from the day-to-day tasks of detailed management of one or more campuses. In addition, they can provide both state agencies and the institutions with a uniform, comprehensive data base and the analytical capacity to produce information about significant institutional activities. And they can be an umbrella vehicle for administration of particular state and federal programs.

The major disadvantages of all coordinating systems are found in their being outside of what is usually thought of as an organizational pyramid of authority. Although they have some control over the institutions, they lack, for example, the power to hire and fire institutional leaders or, in most instances, the detailed budgetary authority that encourages compliance with policy and planning guidelines.

Coordinating systems are most often classified according to the authority delegated to them in program review and budgeting. There is a continuum between the strongest coordinating systems and the weakest along these dimensions.

Regulatory coordinating systems are usually the strongest and usually have control over academic programs through approval and discontinuance procedures, and over fiscal matters through recommendations of aggregated or consolidated budgets for public institutions. They may also review capital outlay requests, and some manage student financial aid programs.

The major advantage of a regulatory coordinating system is that its policy and planning responsibilities are reinforced by delegated control over programs and budgets. The extent of such delegated control varies widely, but in every instance, the regulatory coordinating system has some authority to enforce planning and policy decisions.

The major disadvantage of a regulatory coordinating system is that the urgency and immediacy of administrative regulation may drive out or erode the essential policy and planning responsibilities that are the reason for regulation. In particular, the undoubted importance and fascination of budgetary activities can consume professional time. Time and effort that should be spent on determining what should be done are used instead to determine how immediate proposals should be funded. Even in the absence of budgetary authority, policy and planning initiatives can sink under the weight of administrative control and compliance priorities. In either case, the balance between today's details and tomorrow's vision is upset.

Advisory Coordinating Systems are usually the weakest form of coordination, having little or no controls delegated to them by the legislature. The major advantage of advisory coordination is that primary policy and planning activities are not eroded by the needs of day-to-day regulation. This advantage, however, is offset by the disadvantage of lack of control.

The general consideration of the characteristics of systems in this section suggests that California has a number of options for organizing its community colleges. Five specific options are examined in the following section.

OPTIONS

Organizational classification gives us a range of structural and procedural options. History suggests clues on selection of options within that range. But neither is determinative. In the final analyses, our recommendations to the Master Plan Commission and that Commission's recommendation to the Legislative Joint Committee are based on informed judgement. In the legislative area, these recommendations must pass the test of political and fiscal feasibility. In framing our recommendations here and in the following part of this report, we attempt to be as objective as possible, particularly in avoiding anticipation of:

(1) what the Governor, the Legislature, or particular legislators might or might not consider politically or fiscally feasible, while accounting nevertheless for political and fiscal aspects that are inherent in the options themselves; and

(2) what particular, major, statewide and local actors might or might not agree to be in their mutual interest, while continuing to recognize both the value of consensus on one hand and, on the other, its dangers where an overriding public interest may be at stake.

It is difficult to frame recommendations because of substantial and unavoidable uncertainty surrounding other critical community college issues still under consideration or in early stages of implementation. We are concerned with piecemeal approach to change—with legislative bills that address a single aspect of a problem that has implications across a

wide range of organizational functions. A piecemeal approach is understandable, for there is a natural impetus to implement desirable reform as soon as possible, an impetus that is reinforced by support in reports such as that of the Master Plan Commission. But hasty, narrow solutions are risky; the recent enactment of a measure (the "matriculation bill") to assure student advisement and counseling (Assembly Bill 3, Campbell, 1986) may illustrate such risks.

In its detailed specifications of what matriculation services shall be, what data shall be maintained, and what criteria shall determine funding, the legislation narrows the role of the Board of Governors and the Chancellor to that of administration, not of policy, but of specific rules and regulations. These specific rules may well be the best that could be devised, but placing them in statute assumes that the Board of Governors is a State control agency and that it and the Chancellor's office are incapable of implementing State policy that is not stated in almost infinite detail. The lack of a coherent, responsible, statewide governing or coordinating structure encourages--may require--such statutory detail. An effective structure or system, on the other hand, would have the capacity to work closely with the diverse districts for guidelines at appropriate levels of detail; to collect, analyze, and interpret performance data; and to assess performance and be accountable to both districts and the State.

The number of possible, effective organizational arrangements for management and governance of the California Community Colleges is limited only by the breadth of one's creative imagination. We suggest, however, that realistic choices will be found near one of five major options:

1. The status quo.

2. A governing system, such as those of the four-year segments.

3. A regulatory coordinating system with policy and planning responsibility and defined operational authority.

4. An advisory coordinating system, such as the California Postsecondary Education Commission, with policy and planning responsibility but without operational authority.

5. No specific statewide system for the community colleges, but rather a reversion to perfunctory regulation such as that exercised by the State Board of Education prior to 1967.

The Status Quo.

California now has a statewide Community College system that few people really understand, and one that lacks the confidence of local districts and State executive and legislative agencies. But it does exist, and must be considered as the default choice.

Advantages of the Status Quo:

- Although so poorly defined that it is possible to conclude that a coherent, statewide system simply does not exist, the fact is that the participants usually know what is expected of them on a day-to-day basis and what they expect of others. Tension exists, but as one respondent noted:

> *There will always be some friction between these groups and should be. It is no better or worse in California than anywhere else. I have served in . . . [various leadership positions]. Some conflict is necessary, natural and needed.*

- The present system—or lack of one--gives greater scope for legislative and local initiatives than any options other than that of an advisory coordinating system.

Disadvantages of the Status Quo:

- The present organization does not constitute a coherent statewide system in that it lacks internal structures and processes for answering substantive educational and administrative questions. As it currently exists, it cannot provide educational leadership.

- The community colleges cannot speak to the public or to the Legislature with a single, authoritative voice on matters of statewide concern.

- Diffuse responsibility, unclear authority, unstable funding procedures, and inadequate information systems have created a situation in which accountability for public funds is lacking.

- Local district operations are not sufficiently monitored to assure fiscal and educational accountability.

- Resources and energy are directed toward political processes rather than toward educational objectives.

A Governing System.

In a governing system, all responsibility and authority would be delegated to a statewide governing board. District boards would be eliminated or become advisory only, and the college chief executive officers would be directly responsible to either the statewide board or to the statewide chief executive officer.

Advantages of a Governing System:

- The locus of ultimate fiscal and educational accountability would be clearly fixed. Statewide policies and priorities would be formulated by an entity with the authority to enforce them.

- A governing system is more likely than the other options to have the flexibility to modify rules and reallocate resources at the margins toward the ends of fiscal economy and educational effectiveness.

- A governing system with known professional career paths is more likely than the other options to be able to recruit sufficient qualified staff for sophisticated fiscal and educational policy analysis and planning.

Disadvantages of a Governing System:

- Elimination of local boards could inhibit ability of the colleges to respond quickly and appropriately to a wide variety of community needs.

- Establishment of a governing system would probably be the most costly of the options. Little if any savings would be achieved by the elimination of local boards. The cost of staffing a central office to assume and oversee all district administrative functions would be high, and it is unlikely that there would be any reduction in the size of local administrations.

- No one knows whether a single board could directly manage as many as 106 colleges effectively. Common

sense suggests that it could not, and that desirable diversity among colleges would be eroded by the unwillingness or the inability of a single board to be selective in recognizing differences among such a large number of institutions.

A Regulatory Coordinating System.

A regulatory coordinating system is an agency to which the State delegates responsibility for planning and policy, for leadership, and for defined operational activities. Under such a system, colleges would continue to be managed by local boards with full responsibility for all educational, administrative, and other matters except those delegated to the system.

Advantages of a Regulatory Coordinating System:

- Responsibility for statewide policy and planning is fixed in a single agency. Operational and control responsibility can be selectively delegated by the Legislature and clearly defined.

- Colleges remain under local district boards and, through these boards, are responsive to community needs, but subject to explicit State policy guidelines in particular areas.

- Change to an explicit, statutorily established regulatory coordinating system causes less disruption of existing organizational relationships than any option other than maintaining the status quo.

Disadvantages of a Regulatory Coordinating System:

- In all but expressly defined areas, a regulatory coordinating system is unable to enforce State policy and planning guidelines other than through credibility based on the quality of its leadership and staff.

- Existing tensions and uncertainties over allocation of responsibility and authority would probably continue until these could be clarified though internal processes that both the Legislature and the local districts accept as legitimate.

- A regulatory coordinating system is costly, though less so than a governing system. If leadership, vision, and accountability are wanted, they must be supported. Inadequate support is not the only or perhaps even a major cause of present community college problems, but greater support is required for an effective statewide system.

An Advisory Coordinating System.

An advisory coordinating system is one that would resemble the California Postsecondary Education Commission in that it would be delegated responsibility for policy recommendations, would have some planning responsibilities, but would not have operational control over the colleges. The district boards would remain in place.

Advantages of an Advisory Coordinating System:

- Responsibility for statewide policy and planning would be fixed in one agency, and this responsibility is usually easier to meet if it is not diluted by operational tasks.

- Local boards would remain in place with the opportunity for response to local conditions.

Disadvantages of an Advisory Coordinating System:

- An advisory coordinating system would have even less ability to enforce policy and planning guidelines than does the present Board of Governors.

- Control responsibility for matters of statewide concern must be lodged somewhere, and an organizational home for control and compliance functions now exercised by the Board of Governors and Chancellor would have to be found elsewhere.

- The effectiveness of any system depends on the quality of its leadership, but this is especially true of an advisory coordinating system where the prestige of the board and the chief executive officer and the credibility and quality of staff work are the only means by which the agency's ends can be achieved.

No Specific Statewide Agency.

For most of their history, the community colleges were given only perfunctory attention by the State Board of Education that had responsibility for them. And since that responsibility was transferred to the Board of Governors in 1967, statewide coordination has been minimal. Why not simply abolish the Board of Governors and the Chancellor's Office?

Advantages of Not Having a Statewide System:

- Responsibility and authority for community college education would be clearly fixed at the district level. Accountability to the State would be combined with operational authority.

- To the extent that tension between the Board of Governors and local district boards is nonproductive, such diversion from the goal of education and training would be avoided.

- Control and compliance functions now exercised by the Board of Governors could be transferred to other state agencies that might be better able to manage them—e.g., the Department of Finance or the California Postsecondary Education Commission.

Disadvantages of Not Having a Statewide System:

- The community colleges would not have formal, statewide leadership and direction. Each district would be free to form its own interpretation of State policy objectives.

- A focus for both quantitative and policy research on specifically community college matters would be lacking.

- Finding and maintaining a balance between local needs and objectives on one hand, and, on the other, State objectives and priorities present continuing problems; absent a statewide system, these problems would rise immediately to the Legislature for resolution.

RECOMMENDATIONS

The history of the community colleges and the options available lead us to the firm conclusion that the relationship between the Board of Governors and the local districts is implicitly, and should be, explicitly that characterized as a regulatory coordinating system. We recommend the following:

RECOMMENDATION 1. THE STATE SHOULD CLARIFY EXISTING POLICY TO RECOGNIZE THE BOARD OF GOVERNORS AND THE TRUSTEES OF THE COMMUNITY COLLEGE DISTRICTS AS THE "CALIFORNIA COMMUNITY COLLEGE SYSTEM."

1.1 THE BOARD OF GOVERNORS SHOULD BE DELEGATED BROAD LEADERSHIP, POLICY, PLANNING, AND RESEARCH FUNCTIONS AS PRIMARY RESPONSIBILITIES BY THE LEGISLATURE, AND ITS FISCAL, PROGRAMMATIC, AND INFORMATIONAL CONTROL RESPONSIBILITY AND AUTHORITY SHOULD BE EXPLICITLY DEFINED.

1.2 THE COMMUNITY COLLEGE CHANCELLOR'S OFFICE SHOULD BE DELIBERATELY ORGANIZED TO SUPPORT BOTH ITS PRIMARY RESPONSIBILITY FOR STATEWIDE POLICY AND PLANNING ON THE ONE HAND AND ITS DISTINCT REGULATORY RESPONSIBILITIES ON THE OTHER.

1.3 EACH LOCAL DISTRICT BOARD SHOULD BE DELEGATED ALL RESPONSIBILITY AND AUTHORITY FOR GOVERNING AND MANAGING ITS COLLEGES, SUBJECT HOWEVER, TO REGULATORY FUNCTIONS EXPLICITLY ENUMERATED AND DELEGATED TO THE BOARD OF GOVERNORS.

Recommendation 1 is essentially the same as that under consideration by the legislative Joint Committee for Review of the Master Plan. That Committee's proposed draft reviewed the authority granted to the Board of Governors with respect to such matters as academic standards, program development, interdistrict relations, and relations with other segments and State agencies to conclude that the Community Colleges do constitute a system, and that it would be appropriate to make recognition of a system explicit. The draft recommends:

> *68. That there be created the California Community Colleges, a postsecondary education system which shall consist of Community College Boards established pursuant to law, and the Board of Governors of the California Community Colleges.* (California Legislature, September 10, 1986, p. 27)

We strongly urge that it is much more than merely "appropriate" that a Community College system be explicitly recognized. It is both essential and urgent that such recognition be given by the Legislature. It is true that a de facto system now exists, but it is one whose delegations of responsibilities and authority are scattered among statutes that are conflicting and ambiguous. In fact, lack of definition and clarity have resulted in disputes over authority and responsibility between the Board of Governors and the local districts. These disputes are far more serious than the expected "constructive tension" between a coordinating agency and the institutions that it coordinates. The disputes rise to the legislative arena for negotiation and decision—or for lack of decision when positive action is impossible because any one of the major disputants can block action.

In response to a question about restoration of trust and confidence among participants in the Community Colleges, current lack of clarity was one of the major concerns expressed by district chief executive officers:

> *How can greater trust and confidence be achieved? . . . By delineating and adhering to appropriate responsibilities for governance/accountability among the major participants—i.e.,*

local boards of trustees, the Chancellor's Office and the Board of Governors, and the Governor and Legislature.

Better--more specific--delineation of responsibility among the Board of Governors-Chancellors Office-Boards of Trustees and Chancellors/Superintendents.

Clarify roles of respective groups in responsibility of Community Colleges.

Clarification of responsibility is essential, but it should be clarification within a defined system. Many of the interviews and questionnaire responses at district level reflected an attitude or assumption that the Board of Governors and Chancellor's Office were not part of a system. Although we have some doubts about the 70 districts being the happy "family" that one thoughtful respondent perceives, the perception of the exclusion of the State Board and Chancellor from that "family" is not uncommon:

I do not perceive any lack of trust and/or confidence within [emphasis in original] the family of community colleges in California. We continue to be supportive of one another, and we continue to serve our communities better than might be expected under the horrendous conditions dealt to us by "friends' in Sacramento. Lack of trust and confidence exists between the Board of Governors, the California Legislature and the Governor. From time to time, one, or all, of the three groups display lack of trust and/or confidence in the community colleges, as if we were all alike.

We repeat that it is essential that the Board of Governors and the local district boards be included in an explicitly recognized "Community College System":

- The Governor and Legislature will benefit from recognition of a system, for it will formally focus responsibility for statewide policies and objectives. Such a system will be a context within which precise controls can be delegated to

and allocated among the Board of Governors and the local Boards of Trustees. Absent such context at present, the Legislature finds it all too easy--and sometimes essential--to prescribe details of district and program administration. As one respondent notes:

> *I'm concerned with the level of legislative involvement in the nitty-gritty of the colleges--they function like a giant school board responsive to numerous vested interests. I would prefer to see more procedural detail delegated to governing boards or at least to the Board of Governors.*

- The local districts will benefit because explicit recognition will provide a framework within which they can actively participate in the formulation of statewide plans and policies (See Recommendation 2). Within such a system, limits on State control would be explicit, and could go far towards eliminating the current, almost free-floating anxiety at the district level. The comments of a district trustee and a chief executive officer are illustrative:

> *I have grave misgivings re the thrust of the Chancellor's Office. Nothing I can put my finger on.*

> *. . . The problem is that the State Chancellor's Office is trying to expand its operations at the expense of the local districts; and they try to make law through their regulations (e.g., EOPS, Programs for the Disabled, Affirmative Action).*

- The Board of Governors and the Chancellor's Office would benefit from recognition that they are part of a system in that their role of leadership in policy and planning would be then seen as a legitimate, primary role. Only if these statewide policy and planning roles are seen as primary by

> the Legislature will it be possible for this central office to shed burdensome--sometimes unnecessarily burdensome--compliance responsibilities that, in the words of the Chancellor, "encourage routine and hamper initiative and creativity" (Smith, August 29, 1986a).

We believe that Recommendation 1 is in furtherance of the intent of the Legislature when it established the Board of Governors in 1967. It is certainly consistent with the report of the consultants who found that such a separate board was advisable:

> *The study staff wishes to reiterate its belief that . . . the establishment of a separate board is advisable. . . The staff visualizes several functions with which such a board and its staff must be concerned, including: 1) research and planning, 2) administration and finance, 3) curriculum and instruction, and 4) student personnel services. The key to the board's responsibility is coordination and service. [emphasis added]*
> (Medsker and Clark, 1966, p.60)

Recommendation 1.1 urges that the Board of Governors as a regulatory coordinating agency be delegated broad responsibility for leadership, policy, planning, and research for the community colleges. The vision that the State requires will not be found if limitations are placed on the Board in its statewide leadership role. Recommendation 1.1 also urges explicit definition of the control responsibilities of the Board in programmatic, fiscal, and informational areas. In addition, Part III sets out our recommendations on four critical policy and regulatory areas: consultation, information, accountability, and planning.

Recommendation 1.2 speaks to the organization of the Chancellor's Office, and derives from a finding that this central office does not appear appropriately staffed and organized for both its policy responsibilities and its distinct operational ones. A variety of comments support this finding.

- Despite recent efforts by the State Board and Chancellor, existing staff capabilities remain heavily weighted towards regulation and compliance. Insufficient attention is given to policy leadership and advocacy functions.

- When specialized Chancellor's Office staff work with their district counterparts on matters with policy implications, the latter are not always brought to the attention of the district trustees and chief executive officers before implementation.

- It is said that senior staff in the Chancellor's Office do not share a common philosophy or set of policy values on the extent and nature of the Office's relationships to the districts.

- Chancellor's Office staff do not, it is said, regularly recognize the differential implications of their directives or guidelines across the widely diverse districts.

Our recommendation generally concurs with the findings and recommendations of the 1985 management study undertaken for the Board of Governors:

> . . . *while improvements in policy development and analysis have ocurred, weaknesses still exist in this area which inhibit the Office's ability to provide leadership and direction to community colleges. Our study indicated that the following areas should be strengthened: the Office should implement a more proactive policy development and analysis effort; the Office should establish a more effective mechanism to initiate and develop policy; the Board should assign priorities to policy development efforts; and, policy analysis and development efforts are too disbursed [sic] throughout the Office.* (Peat Marwick, 1985, p. 19)

In its current session, the Legislature has asked the Legislative Analyst, in conjunction with others, to report to it in early December 1986, on the required resources and authority, the necessary staffing, and other matters required for successful leadership by the Chancellor's Office (Assembly Concurrent Resolution 169, Vasconcellos, 1986). The Analyst's task is not an easy one, for it encompasses the critical question that both the Board of Governors and the districts are now attempting to answer: What functions are required in the Chancellor's Office for statewide leadership? Detailed recommendations for staffing and resources could be made, of course, and would be appropriate in areas of internal management. But they would be premature, we suggest, in areas of research, policy analysis, and planning, for example, without the recommendations of those currently addressing the same issues. In our opinion, the parallel attempts of the Board of Governors and the districts to delineate State and local functions and to define the Board's statewide leadership role are being pursued in good faith and with diligence for conclusion in late 1987. At best, the Analyst can establish a framework or set of expectations for those attempting to answer these questions.

We found general agreement that the quality of staffing in the Chancellor's Office could be improved. We found less agreement on how improvements might be made. The Department of Finance and the Legislative Analyst's Office take, as they should, the fiscally conservative position that existing positions can be realigned--i.e., positions concerned with unneeded compliance matters could be shifted to policy responsibilities. Others, particularly in the Chancellor's Office, believe that adequate policy and planning staff can be built only with new positions because existing compliance staff may lack the requisite skills for policy research and analysis. And higher compensation is said to be needed to at least match that of similar positions at the colleges. In addition, State civil service rules complicate and inhibit bringing district analysts and administrators into the Chancellor's Office. Several respondents saw staff quality rather than quantity as critical. One stated:

> *. . . I believe that the "understaffing" is more in quality than in quantity of personnel. The Legislature has made the role of the Chancellor's Office overly prescriptive and specific. There would be ample staff if there were less emphasis on detail and more on such matters as minimum standards.*

Numbers of staff and perceptions of the quality of their work are assuredly related. If the Chancellor's Office has too few people to perform all required functions, then staff members will be shifted from task to task to meet immediate priorities. The Chancellor's Office refers to this as "job-skipping." An immediate consequence is delay in performance of the routine work at the lower end of the priority scale. Over time, virtually every function suffers:

> *. . . While job-skipping is a discrete phenomenon which occurs at a point in time, it becomes a way of life for personnel subject to it throughout time, and the perceptual consequences in the system and in state government become generalized; thus, the Chancellor's Office is often perceived as ineffective because it fails to set priorities and stick to them, it fails to achieve internal coordination and is poorly managed, or it fails to produce quality staff work on a timely basis.* (California Community Colleges, 1986h, pp. 4-5)

District trustees and administrators fear the creation—or expansion—of a large, faceless, statewide bureaucracy. So do we, and our recommendations are not intended to that end. But neither leadership nor vision will be possible unless highly qualified professionals can devote their full attention to policy and planning functions.

The intent of Recommendation 1.3 is to assure that the State Board has broadly stated powers and that the local districts have as much autonomy as possible within the State system. The Board of Governors has broad but explicit, enumerated regulatory powers, with the district boards having all the residual statutory power delegated by the Legislature to manage and to govern their colleges. The powers delegated to the districts by the State would be exercised at the discretion of the local

district, and would not be subject to oversight or review by the Board of Governors except in the exercise of the enumerated powers of that Board.

It is far easier to recommend explicit definition, enumeration, and delegation of powers than it will be to decide what powers should be delegated and how delegation should be accomplished. Current "delineation of functions" efforts by the Board of Governors and the districts (discussed under "Observations" in Part III) will, we believe, answer the difficult question of what powers should be delegated. The consultative process should also address the question of how statutory delegations should be made. We suggest that response to the "how" question should seek the middle ground between two equally unsatisfactory extremes, both of which are found in current law. At one extreme, the Board of Governors is given broad authority "to adopt rules and regulations not inconsistent with the laws . . . for the government and supervision" of the community colleges. At the other extreme, some "500 statutes . . . fix various responsibilities for the Board of Governors, many in intricate detail" (California Community Colleges, 1986f, p. v).

As the delineation of function process progresses over the coming year, every attempt should be made to find a relatively few--10 to 20--categories within which the many, currently scattered legislative delegations of authority can be contained, modified, or eliminated. Within each such category, delegations to the State Board must be broad enough to avoid frequent statutory clarification; and, at the same time, narrow enough to retain as much local control as is appropriate in the category. The task will be difficult: The unique and complex organizational character of the community colleges rarely allows simple solutions.

The distinction sought is similar to the arrangement and distribution of power between the federal government and the states in the United States Constitution. The federal government has enumerated powers and the states have all remaining (residual) power. Even after 200 years of living under this system of governance, tension and disagreements

between the states and the federal government continue as each attempts to carry out its functions in the face of newly arising problems and conditions. Negotiation and compromise have solved all but the very few problems that finally required a constitutional amendment. This principle of the division of power works in many governance situations, and is characteristic of state level higher education coordinating agencies throughout the country. It can be equally applicable to the California Community College System.

We can expect that most of the time the relationship between the Board of Governors and the local district boards will work harmoniously within the enumerated and residual power framework. Constant negotiation and discussion among the interested parties will ease tensions while accommodating changing conditions in the State and in the individual community college environments. In the few cases when disagreements reach an impasse, recourse must be to the Legislature where the delineation of power would be made explicit.

PART III. THE ATTRIBUTES OF AN ORGANIZATIONAL SYSTEM

In The Challenge of Change, the Master Plan Commission expressed concern that (1986a, p.18):

> *. . . there is no direct linkage between the State-level Board of Governors and its Chancellor and the district-level governing boards and their chief executive officers. District administrators are accountable to their local boards, which are accountable to district electors, but neither is accountable to the Chancellor and Board of Governors. As a consequence, the Board of Governors and Chancellor have no effective means of enforcing their policy decisions or ensuring responsiveness to requests for accurate and timely information from the colleges.*

The draft of a subsequent Commission staff paper echoed this finding of lack of linkage and concluded (1986b, p 5):

> *Thus the Board of Governors must operate more as a coordinating agency than as a governing body for the Community Colleges.*

We have found that together the Board of Governors and the local districts comprise a regulatory coordinating system, albeit one that currently lacks both formal recognition and operational coherence. Our Recommendation 1 is that formal recognition be given. In this Part III, we urge that operational coherence can be achieved by enhancement of Board of Governor's functions in four areas:

1. Consultation. Formal structures and processes should be established to permit communication, negotiation, and advice to be exchanged between the Board of Governors and the Chancellor's Office on one hand and, on the other, the local district Boards of Trustees, their chief executive officers, and the organized faculty.

2. **Information.** Structures and processes at both State and district levels should assure that appropriate information is collected, analyzed, and disseminated in a timely fashion.

3. **Accountability.** Formal structures and processes should enable the Board of Governors and the Chancellor's Office to monitor district progress toward statewide programmatic goals and objectives, and, in fiscal matters, to intervene in district administration when it is found that local control fails to manage and account properly for State funds.

4. **Planning.** The Board of Governors and the Chancellor's Office should have planning processes supported by the best available demographic, economic, and fiscal information, and that integrate relatively long-range, statewide policy goals and objectives with local district goals and objectives.

We emphasize once again that the recommended structures and processes are means to the end of a coherent system, and that they do not represent any "centralization" or radical change from existing responsibilities.

Each of the four major, essential functions, characteristics, or attributes of a coherent system is discussed below, and a final section contains our observations about particular, important aspects of the Community Colleges upon which recommendations are not made.

CONSULTATION

Throughout the term of this study no problem has been brought to our attention more often or with greater passion than that of communication

between the Board of Governors and its staff and the community college districts and their staffs. Such communication as exists is considered inadequate, sporadic, acerbic and often dealing with administrative details rather than with Board policy. Instead of a group of professional people working in close and relatively harmonious cooperation toward some commonly accepted goals and objectives, we find an absence of formal structures for working together and a high degree of mistrust and ambivalence over most policy issues and problems.

Wherever a multiple-level organization exists, the primary emphasis is on the functions exercised at the respective levels. In its simplest form the major operational question is, "Does the structural organization mutually promote the functions of both the overall organization and those of the basic operating units?" We find much merit in encouraging direct means of communication between the local operating boards and their executives and the board responsible for statewide coordination, planning and oversight. We emphasize our recommendations and suggestions on the consultative structure and processes because all other recommendations depend on greatly improved and effective methods for obtaining the kind and quality of communication necessary between the districts and the State Board. The very idea of creating the System in Recommendation 1 is dependent on open, full, and good faith consultation. We recommend the following:

RECOMMENDATION 2. THE KIND AND QUALITY OF COMMUNICATION LINKS AMONG THE MANY PARTIES WITH OFFICIAL AND UNOFFICIAL INTEREST IN COMMUNITY COLLEGE AFFAIRS SHOULD BE SUBSTANTIALLY IMPROVED BY USE OF GREATER STRUCTURE, BETTER PROCESSES, AND MORE NUMEROUS CONTACTS, ESPECIALLY BETWEEN THE BOARD OF GOVERNORS AND THE COMMUNITY COLLEGE DISTRICTS.

2.1 BY STATUTE, THE STATE SHOULD ESTABLISH A POLICY ADVISORY COUNCIL TO THE BOARD OF GOVERNORS AND

TO ITS CHANCELLOR CONSISTING OF TRUSTEES AND CHIEF EXECUTIVE OFFICERS FROM THE COMMUNITY COLLEGE DISTRICTS AND REPRESENTATIVES OF THE STATEWIDE ACADEMIC SENATE.

2.2 BY REGULATION, THE BOARD OF GOVERNORS SHOULD ESTABLISH AN INTER-ASSOCIATION ADVISORY PANEL CONSISTING OF REPRESENTATIVES FROM THE SEVERAL ASSOCIATIONS, UNIONS AND, OTHER ORGANIZATIONS WITH SPECIAL INTERESTS IN COMMUNITY COLLEGE AFFAIRS.

2.3 THE BOARD SHOULD CREATE TASK FORCES, WORKING GROUPS, AND ADVISORY COMMITTEES FOR EACH OF ITS PRINCIPAL OPERATING AND PLANNING FUNCTIONS TO CONSIST OF APPROPRIATE PERSONS DRAWN FROM THE DISTRICTS, OTHER GOVERNMENT AGENCIES, PRIVATE ORGANIZATIONS AND THE CITIZENRY AT LARGE.

The Policy Advisory Council

To expedite such communication we recommend in 2.1 that a formal Policy Advisory Council be established by State law. We have two reasons for requesting statutory status:

- This action puts into place a mechanism operating under equal legal status with the Board of Governors. A statute will provide equality with the State Board for the districts in the consultative process on policy matters, directly recognizing the importance of the spectrum of local participants in governance. And it will provide longevity even when the Board and Council disagree strongly on a series of issues that might break down the structure were Council existence or membership subject to Board discretion.

- A statue will also protect the districts from selective discrimination in Council membership by the Board and its staff. Under a statute, the Council could not become a creature of the board subject to appointments to membership only of friends and Board sympathizers. The Council should be representative of the districts by a selection process of peer appointment, and this process should be protected from Board intervention. Tenure of Council members should not be subject to possible vagaries of changing Board membership and attitude.

In implementing our recommendations we would expect use to be made of the commonly accepted practices adopted in other states with successful coordinating structures (e.g., Illinois, Tennessee, Virginia). Some of the more important ones are:

- The Advisory Council meets with the Chancellor of the system to exchange views and to receive advice on current and on proposed policy and its means for implementation as proposed by the Board of Governors, its staff, or by the districts. Such meetings take place on a regular basis and also on call of the Chancellor.

- The Council has available to it, prior to the time of Board decision, the same data base, set of assumptions used by the State Board on particular issues, background papers, and the regular agenda of the Board.

- The members on the Advisory Council are chosen by peer groups of chief executive officers, faculty, students, trustees, or other such organizations. Substitutes or proxies for members are not allowed. The chair and other officers are chosen by the members of the Advisory

Council. The total number of members on the Council does not exceed twenty.

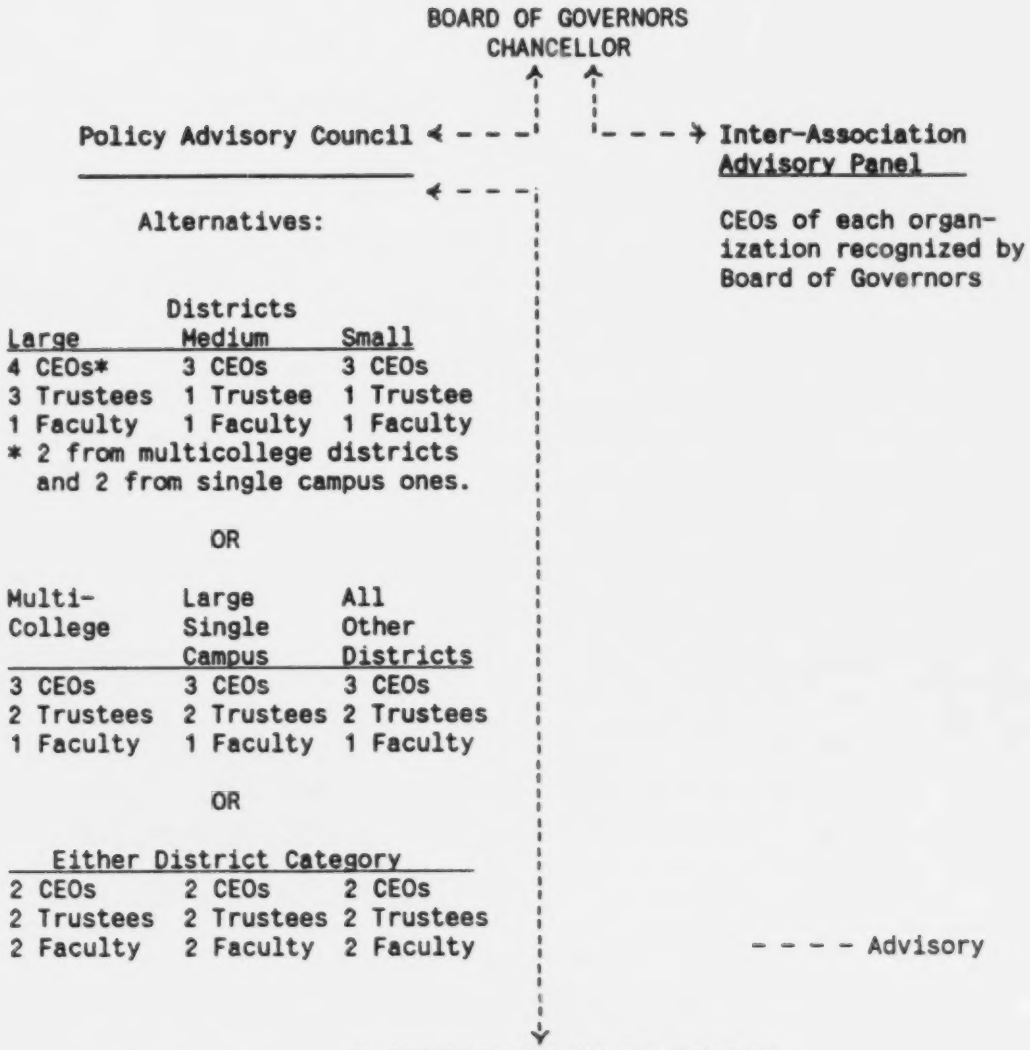
Figure 2 presents three possible "models" in keeping with these guidelines. We believe the first two giving disproportionate weight to the chief executive officers are in keeping with the actual responsibilities to which governmental authorities hold these several constituent groups—that is, the "realpolitik".

The third model reflects the principle of equal representation of interested parties regardless of their position or influence in the actual governance structure. The adoption by statute of one of these models, or a similar one, may be supplemented by the State Board in creating one or more advisory groups, each of which consists entirely of chief executive officers, of trustees, of faculty, of students, or of any other category of interested parties. Cost benefits, time consumption by state level staff and other variables must be considered when appointing other regular councils.

We believe that law places the governing power of the community college system in the Board of Governors and the district boards and in their respective executive officers. College presidents and chancellors are people whose careers are built on being persuasive and articulate spokesmen for their institutions and their professional interests and concerns. The Board of Governors must have the continuing benefit of their experience and knowledge, while refusing to be dominated by these officers. The trustees bring a diversity of lay opinion and concerns about important conditions affecting local districts. They are representatives of the public sitting on district governing bodies.

In the process of receiving and using advice, the Board of Governors needs to keep its particular role and function in focus and to avoid either by deliberate action or by indirect means the invasion of the appropriate functions of the boards of trustees and their administrative

FIGURE 2. SUGGESTED FORMAL ADVISORY STRUCTURE


BOARD OF GOVERNORS
CHANCELLOR
Policy Advisory Council
Inter-Association Advisory Panel
CEOs of each organization recognized by Board of Governors
Alternatives:
Districts
Large | Medium | Small
4 CEOs* | 3 CEOs | 3 CEOs
3 Trustees | 1 Trustee | 1 Trustee
1 Faculty | 1 Faculty | 1 Faculty
* 2 from multicollege districts and 2 from single campus ones.
OR
Multi-College | Large Single Campus | All Other Districts
3 CEOs | 3 CEOs | 3 CEOs
2 Trustees | 2 Trustees | 2 Trustees
1 Faculty | 1 Faculty | 1 Faculty
OR
Either District Category
2 CEOs | 2 CEOs | 2 CEOs
2 Trustees | 2 Trustees | 2 Trustees
2 Faculty | 2 Faculty | 2 Faculty
- - - - Advisory
70 DISTRICT BOARDS OF TRUSTEES

NOTE: In each category of districts:

CEOs select CEO representatives.

District presidents select trustee representatives.

Statewide Faculty Senate selects faculty representatives.

staffs. The districts, in turn, should avoid delaying tactics, "end runs" to the Governor and Legislature, and other actions that thwart final adoption or the implementation of policies that have been duly considered by the working advisory and regulatory structure.

On occasion the Board of Governors will act in a fashion which may be viewed by some boards of trustees or by some chief administrators as invasive of their functions and appropriate role. The Board, when it does find it necessary to take action which might be so construed, should clearly indicate the relationship between the action taken, the policy on which it is based, and, when particularly controversial, the nature and scope of advice sought prior to such action.

The Inter-Association Advisory Panel

We do not recommend membership on the Policy Advisory Council of representatives from the several associations and unions composed of one or more combinations of faculty, staff, students, and administrators. The Statewide Faculty Senate is an exception because it is part of the decision structure with regard to academic programs and curricula. The Policy Advisory Council is to represent the public interest in the community college system, not the separate or aggregated interests of the organizations that assume responsibility for discrete portions of higher education activity. The Board of Governors cannot succeed if it does not actively seek and seriously consider the advice of those most informed about special topics. But the Board will fail if it does not go beyond such expert advice to look at the broad needs of the State. It does no disservice to the aspirations and accomplishments of the many organizations associated with the community colleges to remember that there is a public interest beyond that of the individual institutions and associations. We agree with the statement that:

> *It is unfashionable to talk of the public interest in our special interest society, but the concept needs to be revived.*

The multiplicity of agencies interested in the various aspects of the community colleges clearly indicates the complexity inherent in developing a coherent pattern for policy development, for statewide planning, and for leadership and direction of the entire system. Sound public policy requires that appropriate planning be accomplished, that information be gathered and analyzed, and that adequate resources and the requisite accountability be assured through orderly procedures. The advice garnered from organizations interested in community college affairs can be of great value to the Board of Governors in providing a variety of perspectives drawn from different sets of assumptions and with different and often more precise objectives.

1. The Inter-Association Advisory Panel should consist of representation from any association, union, or other organization recognized by the Board of Governors for this purpose.

2. The Panel should be composed of the chief executive officers of the organizations so identified.

3. The Panel should meet on its own initiative or on call from the Board of Governors.

4. Panel members should receive Board agendas, proposed policy, and reports that are to come before the Board of Governors for consideration.

Other Advisors and Advisory Groups

In addition to these two continuing advisory groups, the Board and its staff should avail themselves of the many able and expert people in the colleges and in the civic, business, and governmental world. Most policy

and planning studies could be much improved by the help of people outside the community college system.

Failure to utilize the best available knowledge and resources can lead to lack of confidence in a specific report of the Board--and cumulatively in the Board itself. Use of task forces, technical committees, and specially appointed consulting groups that are aided and directed, but not controlled by Board staff, can vastly increase the information and technical base of policy recommendations. Not incidentally, use of outside persons may also help the Board gain an influential and active constituency.

Good leaders and good organizations know how to seek and use advice. Simply establishing a structure and some processes, while essential, does not accomplish the advising task. It is our belief, however, that with the recommended structures and processes in place, much of the suspicion and fear now omnipresent in the system can be alleviated or eliminated. But it takes an attitudinal change to bring constructive, cooperative relations into the ongoing operations of a system. Good will, openness, and honesty must replace the now prevailing lack of trust, personality conflicts, and interagency bickering. The very recent agreement on consultation between the Chancellor's Office and the chief executive officer's Executive Council (Smith, 1986b) is assuredly a step in the right direction.

We would expect that the Board of Governors will in fact, and with attention to attitude, make extensive use of its advisory structure, especially that of the Policy Advisory Council. That Council should be consulted on all matters that will eventually affect the districts and their operations. Ideas should be exchanged, frequent communication established, policies reviewed, and procedures made fair and palatable, all with a willingness to engage in positive cooperative activity as a paramount consideration.

We would expect the districts and their representatives to adopt an equally open and honest stance. The petty differences among some districts should not stifle State initiatives for the good of the whole system. Districts, for their own welfare, would be well advised to bury long standing grudges and slights, with each other and with the State Board, while extending themselves to create a strong, influential system of community colleges. They should respond with as much approval as possible to the positions taken by the Policy Advisory Council and the Board of Governors on statewide policy matters and on regulatory and compliance procedures. Only then will the now heterogeneous fiefdoms of college districts give way to systematic means of improving the funding, the facilities, and the teaching and service staffs of the community colleges throughout the State.

INFORMATION

There is virtually no disagreement with our finding that the California Community Colleges presently lack a statewide, management information system that is capable of supporting State and local programmatic, fiscal, analytic, planning, and policy concerns. Three respondents expressed serious concern:

> *There can be no doubt that the current management information system is extremely inefficient. In fact it is in many areas non-existent. There is certainly no reliable statewide system and secondly many of the districts have very poor management information systems themselves. The state has long lived in such lush times that it did not need to have reliable data to make decisions. All it had to do was to learn to add zeros--in front of, not after, the decimal points.*

> *Finally, it would be difficult to agree too strongly . . . Information is rarely available for the entire system and almost never in a timely fashion. I know this state of affairs has stymied efforts . . . to do the type of analysis so necessary in the community college areas. To some extent, of course, the unavailability of data has been due to the lack of cooperation from local districts. In part this is a governance issue . . .*

There is not a cohesive system or infrastructure to properly manage the California Community Colleges at an appropriate level. The system needs reworking and refining. I do not know exactly how. It needs a great deal of contemplation and political massaging.

Another respondent characterized resolution of the information problems as "the key to any accountability model." We agree and recommend the following:

RECOMMENDATION 3. THE BOARD OF GOVERNORS, IN CONSULTATION WITH THE LOCAL DISTRICTS AND APPROPRIATE STATE CONTROL AGENCIES, SHOULD DILIGENTLY PURSUE CURRENT PLANS TO ESTABLISH AN INFORMATION SYSTEM TO SUPPORT PLANNING, POLICY DEVELOPMENT, AND ACCOUNTABILITY IN THE COMMUNITY COLLEGE SYSTEM.

The Board of Governors is well aware of present deficiencies of both its own operations and those in the districts, and has developed a multi-year plan for improvement of its information system. The initial phases of this plan, a conceptual design, a new data element dictionary, and a Feasibility Study Report were submitted to the Board by its contractor, Price Waterhouse, on October 31, 1986.

The Price Waterhouse feasibility study proposes a system based on data about individuals—students, teachers, administrators. The extremely large amount of data that is required for the proposed system is essential, for it will allow aggregation of individual data in many different configurations. At present, much statewide data is collected in aggregated form, and lacks usefulness for additional analyses either for the present or in the future. Perhaps the most critical aspect of the proposal is its understanding that adequate training and equipment will be needed in the districts; implementation in the Chancellor's Office is estimated to cost

about $2.8 million over a four year period; that in the districts approximately $11.2 million over the same four years (Price Waterhouse, October 27, 1986). A very large number of routine reports are annually submitted by the districts to the Chancellor's Office (California Community Colleges, 1986i). Many of these could probably be eliminated, for the proposed system would have the following characteristics:

- It would support tracking of students, programs, and other data elements over time, and allow analytic response to questions about changes in student characteristics, progress, and outcomes.

- It would permit information about courses, students, faculty, and other data elements to be integrated for analysis because all interested parties would be using common identifiers for data. At present, much critical data cannot be integrated easily or at all because particular divisions or sections of the Chancellor's Office and of district offices develop data classifications that are not compatible with other divisions or sections.

- It would produce more reliable information because the Chancellor's Office and the districts would be using the same data definitions and identifiers.

- It would provide greater accountability at both State and district levels because the proposed data elements can include outcome measures that are not part of the present information system.

Substantive reforms in the community colleges are unlikely to be obtained in the absence of an adequate information system. We need look no further than to a sample of the Master Plan Commission's recommen-

dations in The Challenge of Change to identify areas where accurate, timely information is crucial (1986a):

> *14. That the Board of Governors and the State Board of Education each identify their vocational programs that show evidence of under-representation of specific groups . . . (p. 9)*
>
> *28. That the Board of Governors collect statewide data on community service programs and institute full, uniform cost-accounting procedures . . . (p. 12)*
>
> *32. That the Board of Governors establish research and evaluation programs for vocational-student and employer follow-up at both the State and local levels . . . (p. 12)*
>
> *33. That the Board of Governors establish a research program to evaluate the effectiveness of the assessment/counseling/-placement program at both the State and local levels . . . (p. 12)*
>
> *52. That the Legislature direct the Board of Governors to issue an annual public "report card" summarizing important aspects of the educational accomplishments and financial condition of each district according to previously determined measures. (p. 18).*

Under existing information procedures, for example, separate parts of the Chancellor's Office would, we suspect, develop separate research designs to comply with each of the above recommendations. Each recommendation could result in a separate data request from the Chancellor's Office to the districts. The ineffectiveness and inefficiency of existing procedures were set out at length in a 1985 management study of the Chancellor's Office:

> *Uncoordinated data collection efforts and poor data management results in [Chancellor's] Office inefficiencies. For example, the Analytic Studies unit, Student Services-Specially Funded Programs unit, and Fiscal Services unit collect and utilize information on district performance and operations. Since [the Chancellor's] Office does not control data collection*

> *and maintenance, these units can unnecessarily duplicate information requests made to districts. In addition,since each unit collects and maintains its information separately, the data may be inconsistent because the data was collected separately using different forms.*
>
> *Uncoordinated data collection efforts also create a problem at the district and community college level because they must respond to numerous requests . . . from various units. At times, the districts and community colleges must take time to respond to duplicate requests. For example, districts respond to requests for actual expenditure data and budget reports from the Vocational Education unit, the Student Services-Specially Funded Programs unit, and the Fiscal Services unit.* (Peat Marwick, 1985, pp. 48-49)

Under the proposed system, information about student demographics, their course taking patterns, course outcomes, and utilization of student services could be analyzed to assess the effectiveness of counseling and other matriculation programs. Such sophisticated analysis is not possible under the current system. This same information would also be available to produce the public "report cards" on the educational accomplishments of the community colleges.

We believe that an effective statewide information system will be a major enhancement of the policy and planning capacity of the Board of Governors and the Chancellor's Office. Except with respect to fiscal accountability, however, we do not see such an information system as increasing their direct control and regulatory role vis-a-vis the local districts.

Information is correctly said to be power, but, for a regulatory coordinating agency, it is power that must be carefully and judiciously exercised. Information should be collected about all students and all courses, but not because it is contemplated that the Chancellor's Office would, could, or should intervene directly in the academic programs of any one district. Rather, the information should be fed into analytic and planning processes that will:

- provide individual districts and groups of like districts with individual and collective, comparative information beyond that which they could produce on their own;

- provide the Board of Governors with statewide measures of district progress towards achievement of statewide goals and objectives; and

- provide the Governor and Legislature with reliable and timely information on the status of the California Community Colleges to help them in their policy responsibilities.

We stress the service role of the Board of Governors and the Chancellor's Office. The study that preceded the establishment of the Board stated that "The key to the board's responsibility is coordination and service" (Medsker and Clark, 1966, p. 60). And one of our respondents stated:

> *I believe that [improved information] . . .contains the mechanism through which the [Board of Governors of the] California Community Colleges could perform a service for both the legislature and local districts, and thereby gain support for its leadership.*

We stress also the great care that must be taken in distinguishing the information requirements of control and fiscal accountability (See Recommendation 4) from those of educational accountability (Recommendation 5) and of planning (Recommendation 6):

> *. . . there is not only a significant difference in the characteristics of information required for the two different functions of control and planning, but also a tendency for state agencies to concentrate on one function to the exclusion of the other. . . those who support more planning attempt to impress it on the routines of the budget [control] process by including data that relate to educational outcomes and other program and policy considerations. Data for the planning process and the analysis that might prove useful tend not to be routine, however, and*

> *these therefore come into direct conflict with the rigidity, tight time schedule, information formats, and shallow detail of the budget process.* (Purves and Glenny, 1976, p. 171)

These comments of Purves and Glenny are directed to controls exercised in the budgetary process, and are clearly applicable to the controls exercised by the Board of Governors and Chancellor's Office over particular categorical programs in the community colleges. As discussed in the planning section later in this report, the current pilot program for comprehensive, district planning appears to have bogged down because of the massive detail required. Some data continues to be collected, we are told, simply because of bureaucratic inertia. In addition, the proposed information system will comprise a vast amount of data. Some will be relevant to statewide control activities and compliance; some will be relevant to policy analysis and planning; and some will be relevant to both. Carefully distinguishing among the analytic uses of data will a major key to coherent, community college system operations.

ACCOUNTABILITY

"Accountability" requires definition--indeed, in the complex context of the community colleges, it may require several definitions. Our handy, desk dictionary is a place to begin (Webster, 1965, p. 6). It defines "accountability" as "a quality or state of being accountable." And "accountable" as "1: subject to giving an account . . . 2: capable of being accounted for." And, for "account," it offers 11 major choices, noting, for many definitions, the several senses in which each definition might be used. For our purposes, two are most relevant:

1. **Fiscal.** *a record of debt and credit entries chronologically posted to a ledger page to cover transactions involving a particular person or concern . . . a statement of transactions during a fiscal period.*

2. **General.** *a statement of explanation of one's conduct.*

As is so often the case, dictionary definitions take us only a step down the road, but the first step is both necessary and useful. We can talk about at least two kinds of accountability in the Community Colleges: (1) fiscal accountability for public and other funds, and (2) general or educational accountability for organizational actions.

In this Part III, we first discuss the concept of accountability in terms of organizational systems and control, and then address, in separate sections, fiscal and educational accountability.

Systems, Control, and "Shared Governance"

We assume that at the highest levels of generality, no one would dispute that all organizations and individuals in the California Community Colleges--the Board of Governors, the Chancellor's Office, local district boards, chief executive officers, faculty and other staff--are ultimately both fiscally and academically accountable to the Governor and Legislature. Differences arise when one looks at the wide variety of processes and structures through which accountability might be implemented.

Accountability defines relationships among and within organizations and among individuals. One organization may be accountable to another although they are not parts of a single organizational system. A bank, for example, is accountable to a corporate depositor, or, somewhat more pertinent to the discussion, a real estate escrow agency is accountable to both the purchaser and the seller of property. We note that organizations need not be part of the same system for accountability to arise only because a paper (with which we are otherwise in substantial agreement) appears to make this distinction. A group of district trustees and executive officers state in A New Partnership in Governance:

> *Many organizations--from those outside the community colleges to those representing various parts of the community college system itself--have joined the debate about the appropriate*

structure (or "governance mechanism") that should be created for the state's community college system. Some argue for dramatically increased state-level controls; others argue for substantially increased local prerogatives. From regionalizing local districts and boards to reconstituting the Board of Governors, most of the debate has focused on structural changes to the current system.

After listening to and participating in many of these debates, we are now convinced that the issue is not governance but accountability [emphasis in original]. To be accountable is to be responsible, to be capable of explaining what one is doing, and to be answerable for the results. We believe that if the community colleges were viewed by those at both the state and local levels as being appropriately accountable for their programs, students, staffing, and expenditures, the issue of governance would be moot . . . (Joint Task Force on Governance, CCCT/CEOs, 1986, p. 4)

We do not disagree with the great importance that these trustees and chief executive officers attach to accountability. We do not, however, see accountability as severable from questions of "appropriate structure" or "governance." Rather accountability is one, albeit a most important one, of the controls or attributes of an organizational system--of an "appropriate structure." We think it essential that the Board of Governors and the 70 local districts be recognized as a system (Recommendation 1).

This point is belabored in the cause of legitimating the concepts of "system" and "control." We do not believe that useful policy analysis will take place until such legitimization takes place. We disapprove of loose characterization of present or proposed statewide organization and management of the community colleges as "shared governance." For a possible example, in Toward Excellence in California's Community Colleges, a major coalition of community college organizations recommended:

The governance structure that can best provide excellence in education services and accountability to state and local interests is one of shared governance [emphasis added] in

> *which the legislature, Governor, the Board of Governors, and the local districts (trustees, staff and students) all have defined roles and responsibilities [emphasis added].* (California Community College Organizations, 1986, unnumbered pages)

We are in substantial agreement with the specific recommendations that follow this general statement (e.g., strengthening accountability by creation of student outcome measures, discussed below), but we must qualify agreement with the statement itself. The Governor and Legislature have ultimate responsibility for the community colleges, but they should not be considered part of a "governance structure." The statement would be correct if the roles of the Governor and Legislature were so "defined" to place them outside such structure. Disregarding possible questions about the adequacy of funding, we find that the major organizational problems in the community colleges center on the vast amount, the exquisite detail, and the minute prescriptions of legislation regulating the Board of Governors, the Chancellor's Office, and the local districts. Broad policy directives should replace this legislation, but this cannot be done until a coherent, statewide system has internal control mechanisms for resolving problems that this legislation now addresses. In this context, at least, a concept of "shared governance" that could be interpreted as legitimizing detailed legislative management is not helpful.

Fiscal Accountability

Prior to the passage of Proposition 13 in 1978, fiscal accountability was a local matter, one that the State had delegated to district boards and district voters. Questions of whether or not sufficient money was being spent appropriately or inappropriately were answered when concerned citizens sought their neighbors' votes in local elections. Or when local boards sought to increase property taxes to support community college education in their districts.

After Proposition 13 shifted the bulk of support from local districts to the State, lines of accountability became unclear. The State appropriation

for all community colleges is based on complex formulas using factors developed by the Department of Finance and the Chancellor's Office, less local property tax and other revenues. This appropriation plus all local revenues is then "apportioned" in several installments to the districts based on equally complex formulas. Once the districts have the funds, they are largely free to distribute them according to their own budgets. District uncertainty over the amounts to which they are entitled arises because these amounts are determined not only by their own enrollment but by that of all other districts (Master Plan Commission, 1986a, pp. 104-106). In recent years, various events--some less foreseeable than others--have resulted in sizable deficits, and several districts have been required to seek additional funds from the Legislature. In 1985, for example, four districts, Chaffey, Lassen, Los Angeles, and Peralta sought legislative relief (Commission on California State Government Organization and Economy, 1986).

A study for the California Roundtable (Berman and Weiler, 1985) and the Background Papers of the Master Plan Commission (1986b, p. 98) discuss the current situation, and we note the following:

- The role of the Legislature and Governor in budgeting and allocating resources for the community colleges has overshadowed that of the district governing boards, while the role of the Board of Governors has remained restricted.

- Local boards have been weakened by loss of taxing and budget allocation authority.

- The Board of Governors has no discretionary control over State funding formulas or disbursements, and cannot hold locally elected boards of trustees directly accountable for the quality of college programs.

- The Board of Governors acts as a regulatory agency for the enforcement of State law, but it does not control the distribution of resources, cannot hire and fire local personnel, and cannot hold locally elected officials directly accountable.

- District chief executive officers, who are hired and fired by their local boards, naturally give preference to local policy when it conflicts with decisions by the Board of Governors.

Of those in the districts with whom we spoke and of those who responded to our questions, most agreed that more by way of fiscal accountability was needed. Three of these stated:

> *Individual Community College districts have contributed to the "System's" problems by poor planning, taking undue advantage of the funding formulae, and allowing standards to slip. However, districts which were poorly managed are in the minority. It is unfortunate that they are receiving so much attention. We are also suffering from the Proposition 13 forced transition from local to State control. Local boards are struggling to retain control of the only authority they have left: allocation of resources, and this is limited due to categorical program funding.*

> *I believe people lack confidence in the "system" because now several districts have been performing quite ineffectively but have been allowed to continue such ineffective operations—we need (1) an early warning system (easy one to set up) and (2) some procedure for addressing the problem immediately and effectively. It can be done.*

> *No doubt accountability is very, very loose, and it may well be that a lot of funds are being wasted. California needs a more centralized focus for its community colleges. Many . . . will not agree, but clearly since the State contributes such a large percent of our budget . . . direction will be coming, more and more, from Sacramento. From my point of view, I would rather it came from a strong State Chancellor and strong Board*

of Governors than from the more politically volatile State Legislature.

There was, as one would expect, another point of view:

> *There is adequate accountability for State funds under the present arrangement. The quibbling that occurs between local Boards and the State Board are irrelevant. It is clear that the legislature and Governor are the <u>real</u> board.*

The Master Plan Commission made three recommendations in particular with respect to accountability. The first was applicable to both fiscal and educational accountability (1986a, p. 18):

> *52. That the Legislature direct the Board of Governors to issue an annual public "report card" summarizing important aspects of the educational accomplishments and financial condition of each district according to previously determined measures.*

Two others were more specifically directed to fiscal accountability (1986a, pp. 18, 23):

> *53. That the Board of Governors be authorized to conduct a management audit of any district according to previously determined criteria; that on the basis of the findings of the management audit the Board be authorized to recommend appropriate changes in the district's management practices. If the district subsequently fails to comply with those recommendations, the Board be authorized to implement appropriate sanctions, including appointment of a special trustee.*

> *67. That the Governor and the Legislature provide emergency assistance to a Community College, when requested by the Board of Governors and fully justified, through the existing system of deficiency appropriations. That whenever such assistance is required for reasons other than unanticipated enrollment gains or losses, funding be contingent upon agreement by the college to (a) cooperate with a special financial and management audit by a team appointed by the Board of Governors, and (b) abide by the recommendations of that team as approved by the Board of Governors.*

Subsequent to these recommendations, a statute (Assembly Bill 2910, Hughes, 1986) substantially incorporated the two recommendations directed at fiscal accountability, and could provide a basis for the annual accounting of financial condition (the "report card") also recommended. Under the new law:

- District chief executive officers are required to prepare quarterly reports on the district's financial condition based on measurements and standards established by the Board of Governors, and to submit these to the County Superintendent and to the Board.

- If the State Chancellor determines that the district is in questionable financial condition or not complying with the law's requirements, then the Chancellor can require specific response to questions raised, and can direct the district to prepare a detailed plan for achieving fiscal stability.

- If the State Chancellor determines that the plan is not adequate or if the district fails to implement the plan, the Chancellor is authorized to (1) conduct a comprehensive management review of the district; (2) review and monitor implementation of financial plans; and (3) withhold a portion of the district's general education apportionment if conditions are not met.

- In the event that a district is unable to stabilize its financial condition, the State Chancellor may seek an emergency appropriation to maintain educational programs and to avoid a negative ending balance.

The Governor reduced the $100,000 appropriation in the bill to $50,000, but supported the thrust of the legislation:

> *I support the need to develop an early warning system of districts in questionable fiscal condition and to increase the authority of the Chancellor's Office. This is the first of a series of actions necessary if the community colleges are to become a system. Unfortunately, the State's fiscal circumstances do not allow me to approve the entire $100,000 appropriation proposed in this bill.* (Deukmejian, 1986)

Stronger measures are found in legislation authorizing emergency apportionments to two districts already in financial difficulties. After requiring plans to be submitted to the Chancellor's Office and requiring the Chancellor to review and monitor progress, the legislation authorizes the Chancellor to require filing with the federal bankruptcy court if:

> *(1) The district is not taking steps necessary to achieve fiscal stability.*
>
> *(2) Continuation of the district's then current fiscal management practices would not resolve the fiscal deficit of the district and enable it to repay the emergency apportionment funds.* (Assembly Bill 2672, Statham, 1986)

In addition, this emergency apportionment measure provides that knowing violation of the plan by any district officer or employee would be grounds for removal from office.

We support the actions of the Governor and Legislature, and recommend:

> **RECOMMENDATION 4. THE BOARD OF GOVERNORS AND THE CHANCELLOR'S OFFICE SHOULD, IN CONSULTATION WITH LOCAL DISTRICTS AND APPROPRIATE STATE CONTROL AGENCIES, IMMEDIATELY BEGIN IMPLEMENTATION OF THE CURRENT LEGISLATION ON FISCAL ACCOUNTABILITY.**

4.1 CONSIDERATION SHOULD BE GIVEN TO INCREASING THE AUTHORITY OF THE CHANCELLOR UNDER CURRENT LEGISLATION TO AUTHORIZE REQUIREMENT OF FEDERAL BANKRUPTCY PROCEEDINGS, OR THE APPOINTMENT OF A TRUSTEE FOR A DISTRICT, OR BOTH UNDER APPROPRIATE CIRCUMSTANCES, AS A LAST RESORT TO AVOID FINANCIAL DISASTER.

4.2 CONSIDERATION SHOULD BE GIVEN TO INCREASING THE AUTHORITY OF THE STATE CHANCELLOR UNDER CURRENT LEGISLATION TO PROVIDE FOR THE REMOVAL FROM OFFICE OF ANY OFFICER OR EMPLOYEE WHO KNOWINGLY VIOLATES THE PROVISIONS OF THE FISCAL ACCOUNTABILITY STATUTES.

4.3 CONSIDERATION SHOULD BE GIVEN TO ELIMINATING THE COUNTY SUPERINTENDENT OF SCHOOLS AS A NECESSARY PARTY TO FISCAL ACCOUNTABILITY PROCEDURES.

We urge the Board of Governors and Chancellor to view the enhancement of their authority under these newly enacted fiscal accountability laws as an opportunity to gain the confidence of both the Legislature and the districts. The law is more broadly written than similar legislative directives, and the Board and Chancellor have, in our opinion, sufficient flexibility and discretion to implement it with creativity and wisdom.

It is particularly important that local districts be given an active role in all aspects of the development of the procedures, criteria, and report forms for fiscal accountability. A New Partnership represents a substantial amount of work on accountability by a group of trustees and chief executive officers (Joint Task Force on Governance, CCCT/CEOs, 1986). Their work is continuing, and should be carefully considered by the Board and Chancellor as they develop recommendations for the Legislature. We do not suggest that it is necessary to reach statewide consensus on

processes. We do suggest that sufficient consultation must take place so that the fiscal or other policy reasons that require particular regulatory procedures are clearly understood and respected by those who must adhere to them.

In Recommendations 4.1 and 4.2, we suggest consideration of enhancing the fiscal accountability powers of the Board and State Chancellor beyond those now contained in the new, generally applicable law. We do not do this out of any principled belief that a stronger central office will be more effective. We do so in the belief that unless the Board of Governors can establish itself as a responsible statewide agency for fiscal accountability, it will not be able to provide the leadership that the system and the State so badly need. Organizational bankruptcy and individual dismissal are sanctions of last resort, but the threat--indeed, the imposition--of these drastic sanctions may be necessary. The Board and Chancellor should be given all possible authority in this narrow but critical area where, by hypothesis, local autonomy will have failed.

Recommendation 4.3 questions a <u>necessary</u> role for the County Superintendent of Schools in community college fiscal accountability. The County Superintendent can be a resource for both the local districts and the Board of Governors, and both should be allowed to call upon that office for assistance in fiscal accountability. But the statutorily mandated role for the County Superintendent unnecessarily complicates the development of orderly procedures. It also appears to run counter to the Master Plan Commission's recommendation that the fiscal role of the County Superintendents be reviewed (1986a, p. 22). We believe that it would be appropriate for the Board of Governors, in consultation with the districts, to determine the circumstances when this resource should be used.

Educational Accountability

The Master Plan Commission's recommendation that the Legislature direct the Board of Governors to issue an annual "report card" on "the educational accomplishments . . . of each district according to previously determined measures" (1986a, p. 18) has been recognized in current legislation. Rather than directing the issuance of the "report card," the legislation mandates a study of the feasibility of such a report:

> *. . . The Chancellor of the California Community Colleges shall conduct a study of the feasibility of developing and implementing a statewide program of educational accountability based on at least the following principles:*
>
> *(1) Standards of academic rigor for all students, regardless of their backgrounds or programs, which direct them to higher levels of accomplishment.*
>
> *(2) Performance reporting of each college, as measured by the accomplishments of its students, which encourage all districts toward higher levels of success.*
>
> *(3) Recognizing and building on the exemplary performance of individual students, colleges, and districts which best allows community colleges to offer the education required for all California citizens.* (Assembly Bill 3409, 1986, Hayden)

Separate subsections of the law prescribe certain "educational quality" and "student outcome" indicators or criteria to be examined in the study.

In earlier versions of the bill that was enacted, the Board of Governors was given authority to determine indicators of educational performance, to set performance audit standards, and to conduct performance audits. In dropping these mandates, the Legislature, in effect, separated its immediate policy on educational accountability from that on fiscal accountability. There is good reason for this distinction:

- Fiscal accountability deals with revenues and expenditures, and does so in categories that for the most part are now known or which can be defined with relative ease. Moreover, there is substantial support throughout the community colleges for improved fiscal accountability procedures. The relatively broad delegation to the Board of Governors to determine the contents of district reports, for example, or the criteria for financial distress is clear recognition, we believe, of a system that can resolve the details of legislative policy directives.

- Educational accountability, on the other hand, moves from the relatively familiar areas of budgeting and finance to the far more complex and controversial fields of evaluation of student learning and of organizational effectiveness. Requiring a feasibility study before mandating annual reports seems essential. Similarly, the Legislature, without limiting the scope of the study, properly indicates those measures that, in its opinion, should be considered.

The differences between the extent and nature of information needed for control as opposed to that needed for policy and planning is relevant here. Fiscal accountability concerns the here and now of existing activities and known, relatively easily identified categories of revenues and expenditures that are readily quantified. Educational accountability, on the other hand, is concerned with planned educational objectives determined by State and local policy—with ill-defined, institutionally diverse programs, the outcomes of which are extremely difficult to quantify (Dressel, 1976, pp. 73-109; Astin, 1985; Purves and Glenny, 1976, pp. 165, et seq.).

The information system currently under development by the Chancellor's Office is designed to collect information necessary and useful for both forms of accountability. It will, we suggest, be far easier to arrange

these data for analysis and reporting of the financial condition of the colleges than it will to determine its usefulness for analysis and reporting of "educational accomplishments." The difficulty of changing raw data into accurate, useful information about educational outcomes is real and great.

The problem of educational accountability becomes even more complex because of the lack of widespread agreement on responsibility for and authority over educational, as opposed to fiscal, matters. We understand that a recent examination by a task force of members of the Board of Governors and local trustees (Master Plan Commission, 1986b, p. 98) to differentiate between State and local responsibilities found agreement in many areas, but quite substantial disagreement over responsibility for academic standards, student progress, and similar aspects of educational programs. The needed effort to review the delineation of responsibilities has been renewed under the impetus of a Master Plan Commission recommendation (1986a, p. 18), and is now underway in the Chancellor's Office (California Community Colleges, 1986d) and by the working group of district trustees and chief executive officers responsible for A New Partnership in Governance (Joint Task Force on Governance, CCCT/CEOs, 1986). We recommend the following:

> RECOMMENDATION 5. THE BOARD OF GOVERNORS, IN CONSULTATION WITH LOCAL DISTRICTS AND THE APPROPRIATE STATE CONTROL AGENCIES, SHOULD COORDINATE THE LEGISLATIVELY MANDATED STUDY OF EDUCATIONAL ACCOUNTABILITY WITH (1) ITS REVIEW OF DELINEATION OF AUTHORITY, (2) ITS DEVELOPMENT OF AN INFORMATION SYSTEM, AND (3) ITS CONTINUING DEVELOPMENT OF LONG-RANGE PLANNING PROCEDURES.
>
> 5.1 TO THE GREATEST EXTENT POSSIBLE, CONSULTATION WITH THE LOCAL DISTRICTS SHOULD TAKE PLACE WITHIN THE FORMAL STRUCTURES AND PROCESSES ESTABLISHED

IN IMPLEMENTATION OF RECOMMENDATION 2 OF THIS REPORT.

Recommendation 5.1 is another reminder that effective consultation processes are a first priority. It is not enough that consultation procedures exist "on paper;" they must become credible and legitimate through actual use. Determination of the means of establishing educational accountability would be a crucial place to test the new consultation procedures.

PLANNING

Statewide planning in the community colleges has had a short and checkered history. At best, effective, statewide planning is difficult; under present conditions in the California Community Colleges—even assuming adequate funding—it is probably impossible, and will continue to be so until:

- the primary role of the Board of Governors is firmly established as one of providing statewide leadership for the colleges;
- the Chancellor's Office is organized, staffed, and managed to support policy and planning initiatives; and
- consultative and informational structures and processes are in place that can support planning.

There is one major exception to an otherwise dismal view of statewide planning. Over a four-year period ending in 1985, a joint project on "Improving Evaluation and Planning in Community Colleges" was sponsored by the Chancellor's Office and by the Western Association Accrediting Commission for Community and Junior Colleges with support by the federal Fund for Improvement of Postsecondary Education. A major

product of this project was a "Memorandum of Understanding" between the Board of Governors and the Accrediting Commission that delineated the roles of the two agencies:

> *Role of the Commission and the State Agency*
>
> *The Accrediting Commission will utilize the standards and processes developed with the help of its member institutions to evaluate individual colleges. The state agency [Board of Governors] will evaluate how well the colleges in the aggregate are meeting statewide objectives established by the Board of Governors.* (California Community Colleges, 1985b, p. 2)

Joint visits to colleges that have completed their regular, accreditation self-studies are underway by Chancellor's and Accrediting Commission representatives pursuant to the Memorandum of Understanding. The planning staff in the Chancellor's Office are optimistic in believing that these procedures could be a major step forward in statewide evaluation and accountability. We agree.

A second and equally important product--and one directly related to planning--is the report, Contours of Change: A Working Vision for Community Colleges to the Year 2000 (Fund for the Improvement of Postsecondary Education, 1985). Intended for use by the colleges, the report covers only what are considered major trends and the most important implications of those trends, focusing on (1985, p. vi):

- *describing present and future trends and their variation within California;*
- *determining the implications of those trends for community colleges;*
- *identifying alternative planning directions for community colleges; and*
- *determining those directions that most fully maximize the community colleges' contribution toward a better future.*

Although the level of generality of the report was high, the Board of Governors did not adopt it, the Board finding unacceptable, apparently, the equality of emphasis among the planning directions--for example, between transfer education and adult literacy. Contours of Change nevertheless represents a possible model of statewide planning that would be useful for wide distribution of State planners' views of the future to the colleges and the public. The report urged that coordinated planning by the Board of Governors and the colleges should be strengthened, but limited more specific recommendations to coordination with accreditation visits and follow-up.

Contours of Change seems to have had little direct influence on planning at the colleges, but the joint project undoubtedly raised levels of awareness that statewide planning for intentional change was desirable. As a direct consequence of the joint project, the Chancellor's Office undertook a "comprehensive planning" pilot program. Beginning with 13 districts in 1984-85, of which eight submitted plans, it is anticipated that during 1986-87, 10 districts will submit plans, and all 70 will participate in planning workshops.

Basically, the comprehensive planning project is intended to accomplish objectives of two distinct types:

1. Planning objectives. The project would encourage district planning through ongoing involvement of specialized Chancellor's Office staff assistance and central information. Through consultation and through review of district plans, the Chancellor's Office would become aware of local objectives and conditions. In the same process, local districts would become familiar with statewide objectives and priorities.

2. Control objectives. Existing regulations, State and federal, require a wide variety of compliance reports,

> requests for approvals, and special plans, with an almost equal number of reporting deadlines. The comprehensive planning process would combine, integrate, and simplify these reports and requests into district plans; otherwise fragmented and discrete efforts would be reviewed in the broader context of overall district plans and statewide priorities.

An evaluation of the 1985-86 planning process by staff of the eight districts that submitted plans seemed, on the whole, favorable:

> *Comprehensive planning together with a greatly improved information system has increased efficiency.*
>
> *Our trustees, the entire management staff and about 60% of our faculty have copies of our plan. Data from the plan is used in many different ways. Everyone has the same information about our situation as well as the Board of Governor's Basic Agenda . . .*
>
> *Sitting face-to-face with Chancellor's Office staff and being able to respond to their questions and follow-up comments was most helpful.* (California Community Colleges, 1986e, unnumbered pages)

Participation in the comprehensive planning project has been on a voluntary basis. The favorable reception by the eight districts that submitted plans speaks well for the project. But it speaks also to the high priority given to planning in these particular districts. We are doubtful about the probabilities of the comprehensive planning project achieving both the planning and control objectives over the spectrum of all 70 districts. Although the two objectives may not be necessarily inconsistent, they become so, we believe, under the present circumstances of unclear lines of authority, inadequate information, and dispersed staff responsibilities in the Chancellor's Office. Negative comments in the 1986 evaluation point out serious difficulties:

> *We got what we considered mixed and confusing messages, especially with respect to HSPS, EOPS, and VEA. I feel that the people in the Chancellor's Office need to reach consensus, and then communicate this directly to the HSPS, EOPS, and VEA people on campus.*
>
> *We would prefer a more flexible approach to format and requirements that involves negotiation with the Chancellor's Office and allows for the idiosyncracies of the local process.*(California Community Colleges, 1986e, unnumbered pages)

The Board and Chancellor's Office may not clearly distinguish their policy and planning functions from their control and compliance activities. For example, the 1986 Basic Agenda states the purpose of comprehensive planning in terms of control:

> *. . . [The Board of Governors] has implemented a comprehensive planning process to provide accountability on how well districts are meeting their mission, as well as how districts are responding to identified statewide priorities.* (California Community Colleges, 1986a, p. 20)

Assuredly, planning is closely related to accountability, for plans set objectives for the future and guide the actions through which these objectives can be accomplished. And plans are informed by assessment of past action. But their thrust is toward intentional change--toward the future--at the broadest levels of policy.

Effective planning will not be possible until the role of the Board of Governor's in statewide policy leadership is recognized by the districts. Such recognition will not come until the State Chancellor's staff can agree on their planning advice to the districts. Nor will it come until the Chancellor's Office has greater policy, planning, and research capacity than at present, and gives higher organizational priority to policy and planning than that given to historically dominant compliance and control

functions. Nor is it likely in the absence of the timely, accurate, and relevant data that a good information system can provide.

Despite our negative impressions of the ultimate success of comprehensive planning, the time spent by the Chancellor's Office and the districts has not been wasted. The project has provided a forum previously lacking for State and district planners. By attempting to reach more ambitious goals than circumstances warrant, the project indicates what may be possible. We recommend the following:

RECOMMENDATION 6. THE BOARD OF GOVERNORS, IN CONSULTATION WITH THE DISTRICTS, SHOULD REVIEW THE CURRENT, COMPREHENSIVE PLANNING PROJECT WITH THE OBJECTIVE OF SIMPLIFICATION IN LIGHT OF: (a) CURRENT LEGISLATION ON FISCAL AND EDUCATIONAL ACCOUNTABILITY; (b) RECOMMENDATIONS IN THE PRESENT REPORT ON ORGANIZATION OF THE CHANCELLOR'S OFFICE AND ON INFORMATION SYSTEMS.

6.1 THE BOARD OF GOVERNORS, IN CONSULTATION WITH THE DISTRICTS, SHOULD EXPLORE EXTENSION OF ITS ANNUAL "BASIC AGENDA" TO INCLUDE MAJOR STATEWIDE PLANNING GOALS AND OBJECTIVES.

In the past, the Board of Governors and the Chancellor's Office have not have given the statewide planning process the considerable, high-level attention that it deserves. The development of the new information system and the current legislative request for study of educational accountability present an unparalleled opportunity for creative and imaginative approaches to statewide planning by a coordinated system. As suggested in Recommendation 6.1, the Board might begin by attempting, in close consultation with the districts, to extend its 1985 and 1986 Basic Agendas into a five-year, statewide plan. Such a plan could pose a limited number of major statewide objectives, and could provide demogra-

phic, economic and other projections relevant to district planning. It could suggest alternative means by which districts might attain these objectives, and should set out the criteria under which district performance would be reviewed.

The multiyear planning suggested in Recommendation 6.1 and in the prior paragraph may be underway. An Addendum to the 1986 Basic Agenda states:

> *The Addendum reflects the Board's desire that in the future its policy agenda take into account policy objectives with longer than a one year timeline. The Board has identified projected staff turnover in the colleges, resource management and institutional development, community college image, and high school and college articulation as multi-year issues to be incorporated into the 1987-88 Basic Agenda.* (California Community Colleges, October 1986g, p. 1)

The State Board's annual Basic Agendas over the past three or four years might be characterized as high level, single year workplans stressing short-term Board objectives. If the 1987-88 Basic Agenda moves, as the 1986 Addendum states, toward multiyear objectives then a valuable change will have taken place. Moreover, we are told that the planning aspects of the comprehensive planning project will be shifted to the Basic Agenda procedures. Such a shift could free State and local policy planning from the rigidity and detail of special planning requirements. The comprehensive planning project will continue, we understand, but only with respect to aggregating and simplifying review, approval, and compliance requirements.

Here as elsewhere, we urge the Board to take care that it does not set overly ambitious objectives for itself. The Legislature and the Master Plan Commission have required and proposed many new projects that are both urgent and important, and integration of these into realistic, working priorities would be difficult under the best of circumstances. Circumstances are not the best. The Chancellor's staff is too heavily

oriented toward control functions and detailed compliance management. This orientation must change to one of leadership and policy direction before effective planning will be possible.

OBSERVATIONS

At some point in the course of any major study priorities must be set and final selection made among the great number of problems and issues that cannot in the interest of time and effort be dealt with in their entirety. We received many suggestions for solving perceived problems or resolving issues. Some can be considered as alternatives to specific recommendations in this report, others deal with problems, though important, that appeared peripheral to the main thrust of our thinking in creating an effective statewide system. Here we comment on five issues that we could not examine in depth, but we make no recommendations.

Local Boards of Trustees

Several very thoughtful suggestions were made to abolish all boards of trustees and to place the individual colleges under the State Board of Governors. While, as we have noted in preceding text, there are advantages to a single multicampus governing board, we concluded that the disadvantages outweighed the advantages of that alternative. We were especially concerned about the maintenance of diversity among colleges and among programs in a system that would have 106 units to be governed in the myriad detail normally required to come before a governing board. This would be one of the largest systems in the world. The larger ones with which we are familiar, though far smaller in number of units, tend to categorize and sometimes homogenize the institutions under their control. California with its heterogeneous population requires great diversity to meet the needs of distinct regions, of various ethnic and socioeconomic groups, and of business, government and industry. We are convinced that the coordinating structure proposed in this report can maintain and even improve on existing diversity:

- by making local districts more secure in their own governing roles through knowledge of the specific enumerated powers within which the Board of Governors must act; and

- by encouraging an active stance to be taken by the Board in promoting and protecting the State interests, of which diversity is one of the most important.

A greater number of suggestions were made to change the composition of the boards of trustees. Some by making half or more of them appointees of the Governor; others by allowing particular interest groups to fill some or all of the trustee positions. We also heard stories to the effect that some unions representing teachers and staff in a few districts were already in control of boards of trustees with the result that they could control policy favorably to their own wages and working conditions with little regard for the financial ability of the district.

A majority of those trustees and chief executive officers commenting on the subject of board membership indicated that the current elective procedures were working in most districts and that no persuasive evidence existed to show that a change of membership would bring either better people to the board or that the colleges would be made more productive or of better quality. For these reasons, we believe that if State Board and local district relationships were improved, whatever problems now exist may become moot. With a clearer understanding that the Board of Governors is to provide leadership for State interests, the whole subject should be put aside until greater evidence shows that State interests are not being promoted or protected by the arrangement proposed in our recommendations.

State Board of Governors

The proposals on this subject were primarily recommendations to select all or at least part of the membership of the State Board from the local boards of trustees or from citizens who had formerly served as trustees. Only one or two respondents wanted to abolish the Board in favor of absolute local autonomy.

Again, we perceive no immediate problem with the current method of selecting Board members. Naturally the quality of a board is determined by the kinds of persons appointed and both good and bad ones can come from any pool identified, even a pool of existing or former trustees. Many memberships on the Board of Governors will be open for reappointment or new appointment by 1987. This offers a fine opportunity to retain on, or bring to, the Board, persons of great merit who understand Board responsibilities for promoting State interests as well as those of the local districts. This will be an opportunity for good board members to make The California Community College System a reality. We have every confidence that the Governor will be cognizant of the challenge and will appoint the best available persons to membership.

Collective Bargaining

Collective bargaining came to our attention initially as we were determining whether to probe the selection of district trustees as a major issue. The Master Plan Commission and its staff had noted that "voter apathy" tended to continue incumbents in office and that it "enabled employee interest groups to gain control of several district boards" (1986a, p. 19; 1986b, p.97). After reviewing questionnaire responses (see Appendix A), interview data, and the relative urgency of other issues, we determined not to pursue the issue of trustee selection. Nevertheless, responses by chief executive officers to a question concerning apparent lack of trust and confidence in the California Community Colleges suggested considerable concern in some districts with collective bargaining. For example:

[To restore trust and confidence, enact] Legislation to prevent any employee of a Community College—presently employed or having been employed within the last five years—to run for a trustee's position on a Community College board.

At local level--find (legislate) whatever--some way to diminish the take-over of trustee boards by the unions.

[Collective bargaining] was the worst thing to happen to the community college system. Not that unions, as such, are necessarily bad, but the present community college system was designed, or like Topsy, grew, on the basis of a "professional" ethic. It is simply incapable of adjusting to the "Labor-Management" role thrust upon it. Last year, for example, [a statewide union office] . . . circulated a program . . . [that] contained step by step instruction on how to discredit the districts collective bargaining officer, its CEO, and, if necessary, its Board of Trustees.

Other reports suggest that the extent of union or other organized faculty control over trustees elected with their support is much more limited than that indicated by the above comments. Trustees supported by organized interest groups are said to identify quickly with other board members and broad district concerns.

Faculty members in all institutions have a continuing interest in their institutions as well as in the conditions of their employment. Strong faculty senates in four-year institutions represent this interest, and have formal roles in both systemwide and campus governance that are only now emerging in the community colleges. Informal faculty power may be very great: A chief executive officer in a four-year institution--particularly a more prestigious one--rarely retains the position after the faculty loses confidence in his or her performance. A respondent comments:

. . . these faceless unions are in fact faculty organizations that do exert their organized and collective will on issues. Is that

bad? Or is it bad when it is a union doing it and not so bad when it is the Academic Senate?

We did not probe the suggested problem of "union take-overs" in depth, but it was our impression that each that came to our attention was situational in being based on local problems and issues, not systemic in presenting an issue for statewide resolution.

The role of the unions rose for attention later in the study as we considered alternative structures for formal, statewide consultation between the Chancellor's Office and the districts. The Statewide Faculty Senate's responsibilities for representing the faculty interests of community colleges to others (e.g., on the Intersegmental Committee of the Academic Senates) favored its inclusion in the Policy Advisory Council. The unions' focus on local issues under district collective bargaining suggested that it should participate along with other professional associations with specialized interests.

We concur with the Master Plan Commission's recommendation (1986a, p. 16):

> *45. That the Board of Governors prepare and submit to the Legislature proposed legislation to amend the Education Employment Relations Act to delineate and protect the role of the academic senates with respect to policies affecting academic and professional matters.*

We concede a bias toward the pattern of faculty representation in most four-year institutions where the responsibility of organized faculty focuses on academic matters. And we find it anomalous that one faculty group--the Statewide Senate--will consult at the State level on academic matters that will be implemented by other, unrelated groups--the union locals--in the districts. On the other hand, questionnaire responses suggested overlapping membership among senates, unions, and faculty

associations, and the anomaly may be more apparent than real. And a respondent comments:

> *In my opinion, unions and senates at the local level have been able to work out a modus vivendi on most--if not all--issues. While there are occasional turf disputes, I think local faculties are quick to understand the importance of both organizations and therefore find local ways of resolving their own problems. Increasingly unions are supportive of senates and senates are backing unions, precisely because they are two organizations with the same membership and the same interests.*

Differential Funding; ADA and FTE

The Master Plan Commission recommended (1986a, p. 22):

> *62. That the Board of Governors develop and implement, with the approval of the Governor and the Legislature, a simplified system of "differential funding" to be used in budgeting State support for the Community Colleges. This system should incorporate workload measures for student services, plant maintenance and operation, and campus administration other than FTE enrollment. Consideration should be given to segregating remedial instruction costs from other instructional costs to allow for the generally higher cost of remediation.*

> *63. That the Governor and Legislature substitute full-time equivalent enrollment (FTE) units for average daily attendance (ADA) units in budgeting support for the Community Colleges and that the Governor, the Legislature, and the Board of Governors agree upon a method of conversion that precludes a significant loss of support to any college because of the conversion.*

These recommendations echo proposals made in earlier studies, and, for technical details, we defer to their comprehensive and detailed analyses--in particular, to (1) A Plan for Implementing a Differential Cost Funding System for the California Community Colleges that responded to a legislative request for a study (California Community Colleges, 1984) and (2) the staff presentation on a "Funding Model for 1987-88 and

Subsequent Years" (California Community Colleges, 1986c). In addition, the Legislative Joint Committee for Review of the Master Plan has suggested that a task force review and make recommendations on this topic (California Legislature, September 10, 1986, p. 31). In late September 1986, the Governor approved legislation authorizing such a task force (Assembly Bill 3409, Hayden, 1986). We concur with the need for improved financing mechanisms, but offer a caveat for those who must design them.

Under current funding mechanisms, the lack of flexibility that is found at the State level is absent at the district level. Indeed, abuse of this broad flexibility has been a legitimate cause of concern that has given impetus to current efforts to establish the fiscal accountability procedures discussed earlier. The community colleges must be fiscally accountable to the State, but it would be unfortunate if a new funding mechanism were designed primarily for the purpose of such accountability. For example, it is stated that:

> *This system can also be designed to ensure that support intended for a particular purpose, such as remedial education, is in fact spent for that purpose.* (Master Plan Commission, 1986a, p. 22)

This is true. A budgetary system can be designed to restrict funding to any number of purposes. At some point, however, the budgetary mechanism may become so encumbered with such restrictions that legislators who write the budgets would in fact be administering the day-to-day affairs of the institutions through pre-audit controls.

We urge that the Legislature and the Board of Governors exercise restraint in reform of the finance mechanisms. The primary purpose of these mechanisms is the assurance of adequate, timely, and stable funding for education. Such mechanisms must, as the Master Plan Commission recommends, distinguish between costs which are dependent on enrollment, and those independent of numbers of students. Distinguishing

among high, medium, and low cost programs might also be appropriate. But the State should resist the temptation to multiply funding categories as control or accountability measures. An improved information system can support accountability measures now in law, and effective consultative and planning processes can give early warning of possible abuses of district flexibility.

Delineation of Functions

The Master Plan Commission recommended (1986a, p. 18):

> *54. That the Board of Governors conduct a thorough review of all statutes affecting the administration and operation of the Community Colleges, and recommend to the Legislature the amendment or repeal of those provisions regarding the management of the districts and colleges that have become obsolete in light of the increased authority being granted to the Board of Governors and of the clear postsecondary role of the colleges.*

The draft report of the Legislative Joint Committee for Review of the Master Plan reiterates this recommendation in general terms, asking for the results of the review to be submitted by January 15, 1987 (California Legislature, September 10, 1986, pp. 28-29).

The Board of Governors' 1986 Basic Agenda contained a similar recommendation for review of the Education Code to identify revisions "to clarify governance and to provide a governance structure that is both postsecondary and collegial in nature" (California Community Colleges, 1986b, p. 6). The Board contemplated completion of the review in 1986, and introduction of legislation in 1987.

At the present time, the State Chancellor's Office is completing a detailed technical review of Education Code provisions. This review takes as a beginning point the Code's 1969 delineation of functions of the Board of Governors, and will identify conflicts and inconsistencies in other statutes (California Community Colleges, 1986d; 1986f). When this

technical analysis is complete, the Board will have a context within which it can, in consultation with the districts, determine as a matter of policy what clarification or modification of existing law is needed.

Running parallel with the effort of the Chancellor's Office, the group of district trustees and chief executive officers who issued A New Partnership in Governance (Joint Task Force on Governance, CCCT/CEOs, 1986) are also attempting to delineate State and local responsibilities, beginning, however, with the emphasis on accountability set out in their report. They are also looking at the 1969 Education Code provision and to a variety of other major, similar attempts at delineation as well.

We concur with others in believing that current law requires reform, and believe that the parallel efforts should have the support of all of those interested in a more rational organization for the community colleges than currently exists. Many problems of "technical" inconsistency will be found to raise policy issues of great importance to the Board and the districts, and it is essential that they be resolved within the community college system if at all possible. Bringing all interested parties into a clearly structured consultation process is critical. It is equally critical that the review and consultation take place within a realistic time frame. At both State and district levels, all involved must agree on a conceptual framework within which specific responsibilities can be discussed; the 2200 odd sections of the Education Code cannot be simply taken up seriatim. There should be wide understanding and agreement on the framework; such framework is critical for the delineation procedures themselves, and may be equally important for determining the nature and format of statutory delegations.

We also urge self-restraint at both State and district levels:

- It is desirable that all parties give sufficient technical and policy attention to the review for careful formulation of their particular positions. But it is not desirable that

they should see their particular position as the only one. The review should be approached in a spirit of cooperation and negotiation.

- The objective of the review will be legislation to clarify or modify existing law, but it would be unfortunate if reforming legislation were introduced too hastily before development of a framework for analysis. A "my bill" and "your bill" attitude is not productive of understanding.

We do not have recommendations on the allocation of any specific responsibilities to the Board or to the districts other than those stated or implied in our recommendations in this report. We do believe that this review effort is one that should find ultimate resolution through the internal consultative processes we recommend. Intractable problems may arise that can only be resolved by the ultimate policy authority of the Legislature, but these should be kept to the barest minimum. The community colleges have much to gain by showing that they can solve their own problems.

PART IV. CONCLUSION

The recommendations in this report point to a single objective: a statewide organizational environment within which effective education and training can take place in the 70 community college districts. The recommended structures and processes for management are only a means to that objective, not objectives in themselves. In summary:

- The Board of Governors and the 70 districts should be recognized as a regulatory coordinating system in which: (1) the Board has statewide policy, planning, research, and accountability as primary responsibilities; and (2) local district boards continue as governing systems, setting local policy, and exercising all responsibility not explicitly enumerated, defined, and delegated by the State to the Board of Governors (Recommendation 1).

- The Board of Governors, in consultation with the local districts and, where appropriate, with State control agencies should:

  - establish structures and processes through which local districts can participate in statewide policy development and advise on statewide control functions (Recommendation 2);

  - continue development of a statewide management information system (Recommendation 3);

  - implement legislative directives for monitoring the fiscal condition of districts (Recommendation 4) and for studying the feasibility of educational accountability (Recommendation 5); and

-- redirect, current statewide, comprehensive planning efforts (Recommendation 6).

The objective of these six recommendations is a statewide organization having the capability of providing vision, leadership, and direction for the 70 districts and the 106 colleges. Attainment of this objective will not put an end to tension within the system; district trustees will doubtless continue to believe that the Chancellor's Office is improperly intruding into local matters, and the Chancellor's staff will probably continue to believe that the districts neither understand nor appreciate the priority of statewide goals. But the tension will be constructive--will be contained within an educational organization with the consultative, informational, research, and planning tools essential for issue resolution. The need for detailed legislative solutions to educational problems will rarely arise.

We recommend that the State explicitly delegate specific authority and responsibility of the Board of Governors, and that the local districts retain all governing authority not so delegated to the Board. We do not, however, recommend any particular distribution or allocation of authority between the State Board and the districts. Detailed recommendations for distribution of responsibilities are properly the province of the Board of Governors and, through the consultative process, the 70 districts.

Parallel-- but separate--efforts to identify State and local responsibility are currently underway. We have given first priority to the establishment of consultative processes, for these must bear the burden of implementing our recommendations and certain important legislative mandates on fiscal and educational accountability. Formal consultative processes must be established as soon as possible, and must immediately be brought to bear on the crucial problem of delineating State and local responsibility. It may well take a year of research, negotiation, and compromise before the Board of Governors can make recommendations to the Legislature, and we urge self-restraint on the part of all concerned until this test of consultation and cooperation can run its course.

It will take time for contention to be replaced by cooperation and negotiation. That time seems available. The State can afford to wait for the results of the necessary consultative processes, for we do not perceive State or local issues of greater urgency (excepting, of course, the requirement for a new financing law in 1987) than giving the State Board and the 70 districts an opportunity to establish a credible statewide Community College System.

We believe that the State Board and the districts can work together to bring the existing, outdated organizational and managerial system into the present era of increased State concern and dynamic change. If they cannot do so within the next year or two, then the Legislature should do so. When important State interests are not being protected, major reorganization at the State level, the local level, or both would be clearly justified (e.g., in Washington State: see Glenny and Bowen, 1984).

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APPENDIX A
STUDY PROCEDURES

In April 1986, we were asked by Lee Kerschner, Executive Director of the Master Plan Commission, to submit a proposal for this study of management and organization of the community colleges. After substantial discussion and some modification, our proposal was accepted, and this report was produced under Contract Number 016-85, April 21, 1986, which, among other matters, provided that the contractor, Frank Bowen, could (as he did) retain Lyman A. Glenny as subcontractor to assist in the project.

Jerome Evans of the Master Plan Commission staff provided us with the extensive documentation that the Commission had collected during its review of community college issues in 1985-86. These documents were reviewed, and a Policy Advisory Committee selected by us in early May 1986 (members are listed in Appendix B). The Committee first met on June 13, 1986, in Sacramento to consider our proposal to address three broad issues:

1. *"Linkage." An admittedly ill-defined concept, but one that could encompass precise questions about local district--central office communication, accountability, and allocation of responsibility and authority.*

2. *District Organization. An issue that could include--at a fairly high level of generality--district boundary questions and ones relating to multicampus structure and consortial arrangements.*

3. *Local Boards. An issue that could raise questions about, for example, board composition and selection.*

For us, discussion at the first Advisory Committee meeting highlighted (1) the important role of organizational credibility and trust--or lack of it--and (2) the lack of attention given to statewide community college organization since the establishment of the Board of Governors in 1967.

As events proved out, limited time and resources prevented our reaching any issue other than the overarching one of "linkage."

Interviews with staff of State control agencies, with the State Chancellor's Office, with district trustees, administrators and faculty, and with various association and union staff were conducted during the summer and early fall 1986. With few exceptions, individual interview schedules were prepared for each person interviewed to assure that all points would be covered and that the best use could be made of each respondent's unique experience and qualifications.

In late August 1986, a questionnaire (reproduced on page A-5) was sent to all chief executive officers asking two questions:

1. Whether and what special interest groups were involved in the most recent election of trustees. The responses were inconclusive (or the questions poorly phrased). Although some districts reported such involvement, we could not discern any pattern to the involvement.

2. Whether trust and confidence in the community college "system" was perceived as a major problem, and, if so, how it might be restored. 47 of the 60 chief executive officers did perceive such problem; 17 did not; 3 did not respond to this particular question. Many thoughtful answers were given, contributed to the development of our findings, and some are quoted in the text.

Also in August 1986, we developed a set of 12 "preliminary general findings" that were mailed on September 2, 1986, to the Policy Advisory Committee for review at the second meeting of that Committee on September 12, 1986. The members' discussion at that meeting was of great help in clarifying both issues and language. The findings were revised following the meeting, and a second questionnaire (reproduced on

page A-6) was sent to all chief executive officers, all district board presidents, faculty leaders in each district, all members of the Board of Governors, and all members of the Policy Advisory Committee. This questionnaire asked whether or not the respondent "generally" agreed with the findings, and with which particular findings he or she "strongly" agreed or disagreed. Of the 96 responses, 78 were in general agreement, 6 were in general disagreement, and 12 did not respond to this particular question. Based in part on these responses, the findings were again revised to the 14 that now appear in the text. Many of the comments on particular findings are also quoted in the text.

A first draft of the text was completed by late October. The planning section of that draft was reviewed by Chuck McIntyre in the Chancellor's Office; the information section by Bill Hamre in the Chancellor's Office and by Kevin Bacon of Price Waterhouse; the entire draft was reviewed and edited by Janis Cox Coffey of the Los Rios District Office, by Dale Tillery, professor emeritus, University of California, Berkeley, and by Jane Wellman, California Postsecondary Education Commission. The recommendations were discussed with, but the draft was not reviewed by, Tom Nussbaum of the Chancellor's Office; David Mertes, Chancellor, Los Rios District; Peter MacDougal, Chancellor, Santa Barbara District; Barbara Mertes, Dean, Chabot College; David Viar, Director, California Community College Trustees (CCCT); and Peter Hirsch, Director, California Association of Community Colleges (CACC); Robert Harris, Carl Rogers, and Judy Day of the Department of Finance; and Harold Geiogue, Robert Miyashiro, and Donna Olsson of the Legislative Analyst's Office.

Following these discussions and reviews, a revised draft containing all but the conclusion, the references, and the appendices was mailed for review on November 7, 1986, to the 12 members of the Policy Advisory Committee and to 28 other interested persons throughout the State who were on the Policy Advisory Committee mailing list. This revised draft was discussed at the third and final meeting of the Policy Advisory Committee on November 21, 1986. Following this meeting, the draft was again

revised, and this final report was submitted to the Master Plan Commission's staff on December 2, 1986.

Mailing labels for the two questionnaires were provided by the California Community College Trustees and the State Chancellor's Office. The Statewide Faculty Senate mailed the second questionnaire to community college faculty leadership. The three Policy Advisory Committee meetings were held in the conference facilities of the California Postsecondary Education Commission. We are most grateful to these organizations for their help.

Throughout the project, we sought the advice and counsel of many people, and all of these were generous in helping us. As noted in the text, we found that by far the greatest number of those interviewed and those answering our questionnaires were sincerely interested in a more effective statewide organization for the community colleges--and that they could look beyond the particular interest or position they represented to give us disinterested perceptions. To the extent that the findings and recommendations respond to the needs of California and its community colleges, those who assisted us deserve the lion's share of the credit. To the extent that we have erred, the errors are ours alone.

COMMUNITY COLLEGE ORGANIZATION

DISTRICT: _____

1. On what date was you last election of trustees held? _____

   a. Was this the same date as a general election? ___ Yes ___ No

   b. Were any trustees' positions contested? ___ Yes ___ No

   c. In <u>your</u> opinion did an organized interest group actively support one or more trustee candidates? ___ Yes ___ No

      (1) If so, how would you characterize the group?

         (a) Certificated or classified employee union? ___ Yes ___ No

         (b) Faculty association? ___ Yes ___ No

         (c) Faculty senate? ___ Yes ___ No

         (d) Community organization? ___ Yes ___ No

         (e) Political party? ___ Yes ___ No

         (f) Other? ___ Yes ___ No

      (2) If you have indicated "other," please identify: _____

   d. Do <u>you</u> perceive that employee, special interest groups influence board action in your district because of election support? ___ Yes ___ No

      (1) Do you believe that <u>others</u> in your district perceive such influence? ___ Yes ___ No

2. Do you perceive lack of trust and confidence in, and within, the Community College "system" as a major organizational problem? ___ Yes ___ No

   a. How can greater trust and confidence be achieved? Your suggestions--just two or three sentences on the back of this paper--would be most helpful.

Person to contact regarding questionnaire: _____

Telephone number: _____

COMMENTS ON FINDINGS

District: _____. **Respondent:** _____.
(Trustee? CEO? Faculty? Other?)

1. Do you generally <u>agree</u> with the findings? ___ Yes ___ No

   a. Please briefly note any finding or findings with which you <u>strongly agree</u> and the reasons for your agreement.

   b. Please briefly note any finding or findings with which you <u>strongly disagree</u> and the reasons for disagreement.

Person to contact regarding questionnaire: _____
Telephone number: _____

APPENDIX B
POLICY ADVISORY COMMITTEE

The Policy Advisory Committee for this study of community college organization was established in May 1986. Twelve organizations were asked to name representatives to the Committee. The same people generally represented their organizations at each meeting; at some meetings, more than one person represented an organization. Three meetings were held:

June 13, 1986. The project design and the major issues that it proposed to address were reviewed.

September 12, 1986. The preliminary, general findings of the study were reviewed.

November 21, 1986. A draft of the final report was reviewed.

The organizations and the persons attending one or more of the three meetings are as follows:

California Community Colleges, Chancellor's Office
- Tom Nussbaum

California State University, Office of the Chancellor
- John M. Smart

University of California, Office of the President
- Joyce Justus
- Clive Condren

California State Department of Education
- Dave Jolly

California Community College Chief Executive Officers
- Thomas W. Fryer
- David Mertes

California Community College Trustees
Ilona Katz
David Viar

Academic Senate for the California Community Colleges
Mark Edelstein
Philip Hartley

California Community College Student Government Association
Mike Xetopoleas

Office of the Legislative Analyst
Harold Geiogue
Robert Miyashiro
Donna Olsson

State Department of Finance
Carl Rogers

California Postsecondary Education Commission
William Pickens
Jane Wellman

Accrediting Commission for Community and Junior Colleges
John C. Petersen

Material sent to the Policy Advisory Committee was also sent for comment to a limited number of other persons who had expressed particular interest in the project. These persons contributed greatly to our understanding of the issues and problems. Persons on this mailing list were:

Kevin Bacon, Price Waterhouse and Company

Leon Baradat, Professor, Mira Costa College

Patrick M. Callan, Vice President, Education Commission of the States

Janis Cox Coffey, Director of Planning and Research, Los Rios Community College District

Clive Condren, University of California

Marjory Dickinson, California Postsecondary Education Commission

Jerome Evans, Executive Staff, Master Plan Commission

Robert Gabriner, Community College Council

Gus Guichard, Vice Chancellor, California Community Colleges

Robert Harris, State Department of Finance

Jerry Hayward, Consultant

Peter Hirsch, Executive Director, California Association of Community Colleges

Harvey Hunt, State Department of Education

Lee R. Kerschner, Executive Director, Master Plan Commission

Lee M. Lockart, President, Board of Trustees, College of the Sequoias

Patrick McCallum, California Community College Faculty Association

David Mertes, Chancellor, Los Rios Community College District

William Moore, President, Association of Independent California Colleges and Universities

Brian Murphy, Consultant, Joint Legislative Committee on Master Plan

Suzanne Ness, California Postsecondary Education Commission

Lowell Paige, Special Assistant, Governor's Office

Edith Piness, Commissioner, California Student Aid Commission

John Randall, President, Mount San Antonio College

Agnes C. Robinson, President, Board of Governors, California Community Colleges

Cedric Sampson, Vice Chancellor, Los Angeles Community College District

Dale Tillery, Professor Emeritus, University of California

Tom Van Groningen, Chancellor, Yosemite Community College District

David Viar, Executive Director, California Community College Trustees

Jane Wellman, California Postsecondary Education Commission

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